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- Background, Minnesota Conservation



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BACKGROUND:
MINNESOTA CONSERVATION CORPS
and the
MINNESOTA YOUTH SERVICE
INITIATIVE

*"I have moments of real terror when
I think we may be losing this
generation. We have got to bring
these young people into the active
life of the community and make them
feel necessary."*

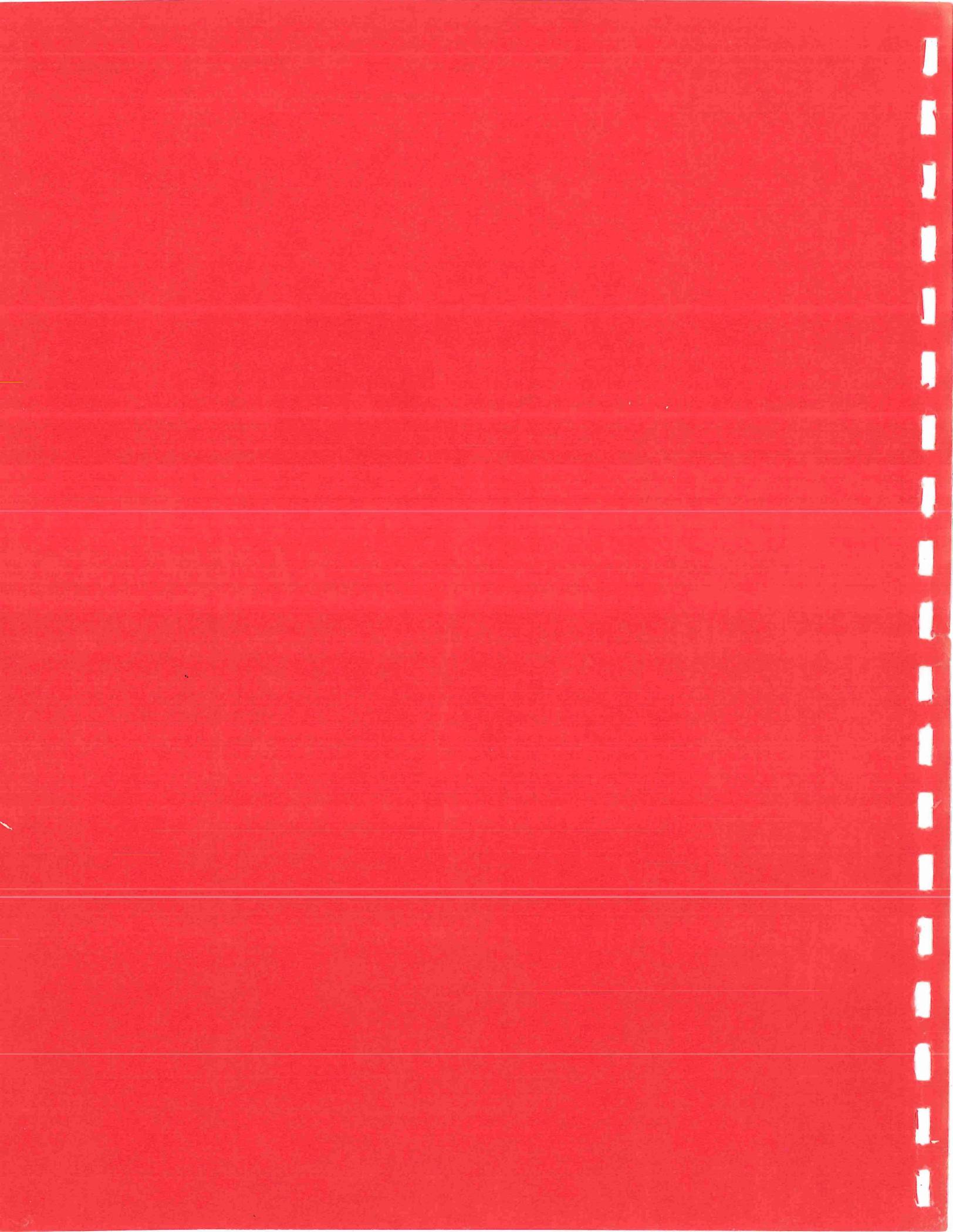
Eleanor Roosevelt

May, 1934

Compiled by the National Youth Leadership
Council/Center for Youth Development and
Research, University of Minnesota, with
support from the Otto Bremer Foundation,
Bush Foundation, and The Jostens
Foundation.

February, 1985

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STATE OF MINNESOTA

OFFICE OF THE ATTORNEY GENERAL

HUBERT H. HUMPHREY, III
ATTORNEY GENERAL

ST. PAUL 55155

January 17, 1985

ADDRESS REPLY TO:
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INTRODUCTION

Contained in these pages is the record of two important efforts on behalf of young people in the state of Minnesota: The Minnesota Conservation Corps and the Minnesota Youth Service Initiative. Together they represent important first steps toward the development of a comprehensive youth service option available to all young people in the state of Minnesota.

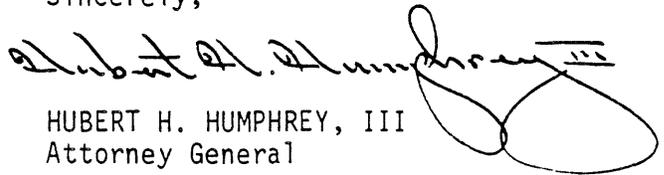
Just as the Peace Corps and VISTA in the 1960's ushered in the idea of federally supported youth service, we have the opportunity here in Minnesota to launch an important and timely state model of Youth Service that can be viable in the 80's and beyond. The State youth service concept described here is a blended educational/employment/service program designed to engage the post-high school youth in necessary tasks -- that do not displace existing workers in rural, urban and suburban areas. Literally thousands of projects have been identified that could engage the services of Minnesota young people from 6 months to two years.

The precedents for these bold initiatives date from the C.C.C. of the New Deal up to the 27 state and local youth service programs currently operating. Our challenge here in Minnesota is not only to replicate the best of what has already been tried, but to create a new design -- one that thoughtfully meshes the financial resources of the state's public and private sectors, the program resources of government and private social service organizations and the collaborative support of educational institutions and organized labor.

We seek to develop nothing but the best -- a program that builds the State of Minnesota today while it nurtures its leadership for tomorrow.

I urge your support this session for the legislation for the proposed Minnesota Conservation Corps that will carry us toward our goal.

Sincerely,


HUBERT H. HUMPHREY, III
Attorney General

HHH:III:mp



Background - Minnesota Conservation Corps

Since 1974 the Minnesota Department of Natural Resources has administered conservation corps programs. These programs, originally titled the Youth and Young Adult Conservation Corps, were federally funded until 1981. The state has continued to fund a modest program, the Minnesota Conservation Corps (MCC).

The MCC is two programs in one. The summer youth program employs 16-18 year olds who work 35 hours per week, with an additional 5 hours of environmental education. Both residential and non-residential work camps are operated. The young adult program employs persons ages 18-26 for 6-12 months. Young adult corps members work a 40 hour week. All corps members earn \$3.35 an hour, and receive both formal and informal instruction in career development, natural resource management, and environmental awareness/ethics.

The MCC tackles labor intensive projects for the Department of Natural Resources' Division of Parks, Wildlife and Fisheries, Forestry, Trails and Waterways, and other state and local government agencies. Corps members build bridges and log shelters, construct and maintain trails and campgrounds, improve wildlife habitat, plant and prune forests, assist in stocking fish, collect and process research data, and are available to help in natural disasters.

The Minnesota Conservation Corps (MCC) is more than a job; it is a service commitment to the State and its natural resources. The MCC affords Minnesota's young people a unique opportunity to work-earn-learn. It is not a jobs program perse, rather, it is fashioned after the great national service program, the Civilian Conservation Corps, of the Roosevelt era. It is a program open to all Minnesota youth, including disadvantaged and handicapped persons, in which the participants return more to the state in terms of production than they earn in wages.

For every \$1.00 in 1984 program costs, \$1.34 worth of natural resource work was accomplished. The value of the work accomplished was determined by the agencies with which the MCC worked, based upon the estimated cost of accomplishing the project(s) without the services of the MCC.

To date, nearly 3,500 young Minnesotans have participated in MCC programs, and have accomplished over \$10,000,000 worth of conservation work. The MCC is a bargain for taxpayers, and instills corps members with a positive attitude toward working hard and taking pride in a job well done.

Background - Minnesota Youth Service Initiative

- March 1984 National Youth Leadership Council (NYLC)/Center for Youth Development and Research sets goal of helping create State of Minnesota Youth Service model.
- May 1984 Greg Farrell, Executive Director of Fund for City of New York and key organizer of New York City Service Corps visits Minnesota to meet with NYLC staff, Attorney General Humphery, John Grix, Director, Minnesota Conservation Corps; Duane Scribner, Dayton Hudson Foundation and others to discuss service program models. (See appendix A for descriptive article)
- July 20, 1984 Informational luncheon hosted by Attorney General Humphrey at University of Minnesota YMCA keynoted by Dr. Alec Dickson. Dickson, based in London, is an international expert on service programs (Appendix B).
- August 1984 Steering committee formed to organize a working session on Minnesota Youth Service, with NYLC and Minnesota Conservation Corps (MCC) staff taking major roles. (see list of members, Appendix C)
- September 24.25 1984 Working session on Minnesota Youth Service at Wilder Forest, keynote speaker: Donald Eberly, National Service Secretariat, Washington D.C. (foremost national authority on youth service). Presentations by Diane Hedin, Univeristy of Minnesota; Ken De La Barre, Deputy Director of Katimavik, Canadian youth service program; Bill Basal, Director, Washington State Service Corps; Frank Slobig, Roosevelt Centennial Youth Project, and Richard Kraft, State of Colorado Board of Education. Remarks by: George Latimer, Mayor, St. Paul; Donald Fraser, Mayor, Minneapolis, and Anthony Bouza, Chief of Police, Minneapolis. Model Minnesota program drafted by participants (Appendix D).
- October 1984 Bush Foundation announces a 3 year grant of \$117,000 to NYLC to be used in part to support the State Service Initiative.
- November 1984 President Reagan vetoes American Conservation Corps Bill which would have allocated funds to state programs such as the MCC (Appendix E).
- November, December 1984 Steering Committee develops legislative plan to introduce the State Service concept by proposing a State Commission on Service as part of the Minnesota Conservation Corps legislation. It proposed a State Commission on Service to be charged with researching program models (1985), developing and implementing a pilot program (1986), and facilitating the full-scale introduction of a State Service program (1987). (Appendix F outlines the draft legislation).

- December 1984 Bremer Foundation grants NYLC \$4,000 for the support of a graduate student to assist with the lobbying for MCC and to research the State Service Initiative.
- December 1984 Minnesota Conservation Corps threatened by a \$100,000 cut in State appropriations. (Appendix G outlines the projected impact of such a cut).
- December 1984 Representative Doug Carlson (IR, Sandstone) and Senator Gene Merriam (DFL, Coon Rapids) agree to co-sponsor legislation for an expanded MCC program in the 1985 session.
- December 1984 Attorney General Humphrey writes to Governor Perpich endorsing legislation for State Service Initiative. (Appendix I includes Humphrey letter and additional endorsements).
- January 31 85 Congressmen Leon E. Panetta (D-CA) and James Jeffords (R-VT) introduce to the 99th Congress legislation to provide federal assistance to state and local youth service programs. The Voluntary Youth Service Act (HR-888) is authorized under the Health and Human Services department and would provide matching federal funds to state and local service programs. (Appendix H)

DRAFT OUTLINE
MINNESOTA YOUTH SERVICE

Goal

Creation of a voluntary statewide program by 1990 or sooner that will provide the opportunity for a year or more of community service to post high school Minnesota youth. Measurable benefits would accrue both to the community and to participants.

Service Outcomes

- Genuine needs fulfilled in high quality manner--real work.
- Existing jobs or workers not displaced--see attached list.
- Rural and urban, conservation and human service options created.
- Local opinion and initiative solicited in determining projects.

Human Development Outcomes

- Personal growth
 - Improved self worth
 - Goal orientation
- Increased employability, improved skills
- Social integration - rich/poor white/non-white rural/urban etc.
- Career development
- Improved health (screening/insurance)
- Increased educational opportunities during and upon completion

A Service Program not a Jobs Program

- 16-22 year olds
- Volunteers selected by lottery representing cultural, economic and geographic diversity of state.

- 50% male, 50% female.
- 6 months to 2 years tour of service
- Residential or non-residential option
- Project rotation during tour--urban and rural exposures
- Volunteers receive a living stipend and health insurance followed by end of service cash payment or educational voucher based on length of service--total equivalent to minimum wage (\$7,000-\$10,000 total cost per volunteer).

Administration

- State Commission authorized to initiate and administer; bipartisan; representative of labor, industry, education, people of color, State government and other groupings
- Possible independent non-profit corporation formed
- Multiple vendors authorized to implement program, i.e., Minnesota Conservation Corps, 4-H, St. Paul YMCA, City of Minneapolis, etc.

Funding

- Start up by foundations
- Public/private, State/Federal formulas developed
- Local recipients of services contribute

10/84

Hypothetical Profiles of Youth in Minnesota for 1989

Position	Number
Literacy aides	750
Tutors	2,325
Teacher aides	1,425
Health aides	900
Mental health aides	300
Nursing home aides	750
Geriatric aides	1,050
Conservation aides	2,100
Anti-pollution aides	675
Beautification aides	675
Recreation aides	600
Day care aides	1,050
Prison aides	150
Police aides	375
Fire aides	150
Public Works aides	600
Library aides	225
Other social service aides	<u>900</u>
Total	15,000

Proportions of Participants at Entry
(Percent)

Sex: Male	40%
Female	60
Race: Minority	8
White	92
Labor Force Role	
Employed	15
Unemployed and Seeking Work	70
Not in Labor Force	15
Poverty Level	
Above poverty line	73
Below poverty line	27
Education	
High School Graduates	85
Non-graduates	15

"All the News
That's Fit to Print"

The New York Times

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NEW YORK, SUNDAY, JANUARY 8, 1984

Y

By MICHAEL GOODWIN

Koch to Establish a Public-Service Work Program for 18-Year-Olds

Continued From Page 1

cants. One official said that 60 percent of the 18-year-olds in the city were black or Hispanic and that the program would try to have participants reflect that proportion.

\$7 Million in First Year

Mr. Koch said he wanted the program to begin later this year and had estimated costs at \$7 million the first year and \$28 million over three years. He said that Edgardo Vasquez, a senior vice president of Banco Popular de Puerto Rico, had accepted his invitation to oversee the program on a voluntary basis.

The stipend would be less than \$3 an hour, with those who finish the year getting a payment that would bring their total compensation up to a level equivalent to the minimum wage, which is \$3.35 an hour. The question of substituting tuition vouchers was said to be under discussion with state education officials.

"This is not a program to rehabilitate drug addicts," the Mayor said. "Nor is this a program to take convicted people and give them a second chance. This is supposed to be a model program for national service, and I'm hopeful at the end of a year the Federal Government will say, 'My goodness, why didn't we think of that?'"

The plan is an outgrowth of Mr. Koch's feeling that young people should

be compelled to perform national service.

The Mayor, a World War II Army draftee, called it regrettable that a proposal he made last year for mandatory service had failed to win national support and that an earlier proposal for allowing youngsters to work for less than the minimum wage had failed. He said he hoped his latest idea would be an inspiration for something to be done on a national scale.

"It's not going anywhere nationally," Mr. Koch said. "But I think it will ultimately." Then, referring to speeches he has given on two occasions calling for mandatory national service, he added, "People cheer, absolutely cheer, when I give it."

Private Contributions Sought

His local proposal will not require legislation, the Mayor said, but will be subject to the budget adoption process that involves the approval of the City Council and the Board of Estimate. He said that he did not expect resistance from other elected officials or municipal labor unions, but that he had not discussed the idea with any of them either.

In addition to city funds, Mr. Koch and his aides say they hope that money will be contributed by foundations and civic groups. Such money, they said, would be used primarily to monitor the program and record its achievements and failures.

The Fund for the City of New York, a private nonprofit group, is helping city officials work out details. Gregory Farrell, executive director of the agency, said the tasks being considered involved both "human services" and

those where a "tangible product" would result.

"I think the country needs it and I think the city needs it," Mr. Farrell said. "It's a double-edged sword that cuts in two ways, both good. There is a lot of work out there that needs to be done, and young people are capable of doing a lot more than they are generally asked to do."

He said that work on general outlines had been under way for several months and that a "fairly detailed version" of the plan would be completed in March.

Mr. Koch's proposal calls for the creation of a national service corporation for New York City. It would be a private, nonprofit agency that would work under contract to the city. Because participants would be employees of the corporation, there would be no need for city labor unions to fear competition, officials said. They added that the jobs of city workers would not be jeopardized because the participants would do jobs that are not now being done.

Fire Rescue and First Aid

The participants would work with city agencies and with private groups that provide services to New Yorkers.

One idea being developed would have the Fire Department offer instructions in fire rescue, while other classes would be given in emergency first-aid actions, such as cardiopulmonary resuscitation and the Heimlich maneuver. Other agencies likely to inherit some of the participants include the Police Department, where the youths

would do some of the same tasks as volunteer auxiliary police officers.

Demands for services to the elderly are growing because of the rapidly increasing numbers of people over the age of 65 in the city, and officials say they hope that youths in the program would fill some of that demand. They cited escort services and delivery of meals to the homebound aged as jobs ideally suited for the program.

Eligibility requirements would be "minimal," Mr. Koch said, similar to those that existed when the country had a military draft. In addition to the age requirement, qualifications would include mental and physical fitness and the absence of a criminal record. One official said that it had not been decided whether literacy or a high school diploma would be required.

Lottery System for Entry

Hoping that thousands of young people will want to participate, officials are planning to use a lottery system to determine who is selected. They said they expected that some would drop out before finishing a year.

The Mayor predicted benefits for participants as well as for the city he runs.

"In the books, when they talk about public service, all they talk about is going to work on the Indian reservations," he said. "How about working in New York City? With the elderly, the poor people, the people who need help. And you'll get something out of it. In addition to some modest wage, you'll also broaden your own life. And overall, you will be helping somebody else."

Metro/Region **C**

Section

St. Paul Pioneer Press

Friday, July 27, 1984

Youth volunteer service seen as draft alternative

By Jacqui Banaszynski
Staff Writer

It is an idea that may sound revolutionary in these days of resistance to the draft and even draft registration, but it is as old as democracy in some societies: compulsory national service.

Now a group of Minnesotans is pushing the idea, hoping it will spark a volunteer youth service program that could give impetus to a nationwide movement to find alternatives to the military draft.

"Everybody takes care of their country one way or another," said Minnesota Attorney General Hubert Humphrey III. "That's the idea. It's our country, and each of us has a responsibility to take care of it."

Humphrey pushed his idea Thursday at an informal gathering of Twin Cities business, government and civic leaders at the University of Minnesota YMCA. The group will meet again in late September to brain-

Please see Humphrey/9C

Humphrey: Seeks pilot program by '85

Continued from Page 1C

storm about specific ways to establish a volunteer youth service program.

"We incarcerate more young people than we have in government service, and we spend more money on vandalism than we do on textbooks," said Jim Kielsmeier, president of the Minnesota-based National Youth Leadership Council. "We need to find other options."

The program probably would be modeled after similar programs being launched this year in New York City and San Francisco, where teen-agers are being recruited to do service-type work: building wheelchair paths in public parks, taking meals to the elderly, teaching children how to summon emergency help.

Another model is the California Conservation Corps, which enrolls 1,800 18- to 25-year-olds each year, at a cost of \$35 million, to maintain forests, parks and shorelines. Offered only "hard work, low pay and miserable conditions," applicants regularly outnumber the available jobs.

In the New York City program, the teens will be paid a small stipend — something under \$3 an hour — while they work. If they finish a full year of service, they will be paid an additional lump sum that makes their total compensation equal to minimum wage, \$3.35 an hour.

The program envisioned by Humphrey would expand on existing youth-jobs programs such as the Minnesota Conservation Corps, he said.

Alec Dickson, founder and president of the Community Service Volunteers program in England, told the group Wednesday that such programs benefit society in many ways. Youth unemployment can be reduced. Some young criminal offenders can be put to work instead of in jail. High school graduates not ready for college and not interested in the Army have an alternative.

But the real aim of such programs is to benefit young people by giving them a new life experience, by teaching them the value of public service and by helping them mature before they enter college or the workplace, Dickson said.

"We can give our young people the feeling that they're needed," he said. "We can make demands on our young people and give them back this invaluable thing: the knowledge that they count, they matter, there are human needs to which they can respond."

Humphrey said he hopes to have a pilot program ready to propose to the 1985 Minnesota Legislature. And eventually, if enough states develop similar service programs, the idea may find its way to Congress where it could serve as the basis for legislation requiring compulsory national service.

Luncheon, July 26, 1984, University YMCA
Roster of attendees

Thomas Anding, Center for Urban & Regional Affairs
Jerry Beker, Center for Youth Development & Research
Tony Bouza, Minneapolis Police Chief
Willis Bright, Honeywell Corporation
Tom Catania, State Attorney General's Office

Dr. Alec Dickson, Community Service Volunteers, England
Wayne Faris, Attorney
Jim Gilbert, President, Minneapolis YMCA
John Grix, Minnesota Conservation Corps
Larry Fonest, Minnesota Conservation Corps

Royce Hanson, Humphrey Institute
Arthur Himmelman, McKnight Foundation
Hubert H. Humphrey, III, Attorney General
Rick Jackson, University YMCA
Jim Kielsmeier, National Youth Leadership Council

John Kostishack, Otto Bremer Foundation
Tom LaSalle, Realty Management Services, Inc.
Pat Lynch, Metropolitan YMCA
Dick Mammen, Youth Futures, Inc.
Jim Mason, Executive Director, Wilder Forest

Joe Nathan, Public Service Incentives
Ira Schwartz, Humphrey Institute
Nan Skelton, Assistant Commissioner of Education

Dr. Richard Kimpston, College of Education
Dr. Eugene Anderson, College of Education
Christine Larsen, Director, Governor's Job Training Office
Charles P. Lutz, American Lutheran Church
Sue Bennett, Pillsbury Foundation

Miriam Seltzer, College of Home Economics, University of Minnesota
Kim Boyce, University YMCA
Rich Willits, National Student YMCA
Cathy Morris, National Student YMCA
Dick Webster, Metro YMCA

Kwame McDonald, Governor's Council on Youth
David Pace, 4-H
Peter Marks, Director, Action Minnesota
Jan Hively, Minneapolis Mayor's Office

April

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NATIONAL SERVICE

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December 1984

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MINNESOTANS PLAN FOR YOUTH SERVICE CORPS

A coalition of some 50 Minnesotans decided on September 26 that "by 1990, every young person in Minnesota should have the opportunity for at least one year of community service work, with attendant financial and educational benefits." This resolution, combined with an agreement to maintain and expand the coalition, was the culmination of a two-day meeting designed to explore the feasibility of a Minnesota Youth Service Corps.

The September meeting was convened by Attorney General Hubert H. Humphrey III and among the participants were Minneapolis Mayor Don Fraser and St. Paul Mayor George Latimer. Donald J. Eberly, executive director of the National Service Secretariat, gave the keynote address and said he was confident that Minnesota could launch a successful youth service initiative, that it would attract young people from all walks of life with the poor and disadvantaged overly represented; and that by 1989, some 15,000 young people could be engaged in full-time service in caring for the very old and the very young, in improving the environment, and in a variety of other endeavors.

Possible next steps include the introduction of youth service legislation, the adoption of pilot projects, and a survey of community and state needs by young people. Chief organizer of the follow-up activities is Jim Kielsmeier, Center for Youth Development and Research, University of Minnesota.

Youth service advocate in earnest

Social scientists talk a lot about triggering experiences.

Some say people are predisposed to a course of action by breeding, by culture or by education, but are not motivated to act until something hits them square in the face.

Take, for example, Jim Kielsmeier.

Shocked by racism in the military and by U.S. intervention in Vietnam, Kielsmeier, 41, was prompted to act in the 1960s. He became involved in education to promote youth development and leadership.

Among his major interests — one which he says is urgent — is the creation of a universal volunteer youth service program in Minnesota.

Today, Kielsmeier says, too many youths are troubled and rudderless. His goal is to terminate that malaise by putting youth to work — not to make money or to compete, but to serve and to cooperate.

"We've got a dangerous situation," warned Kielsmeier. "We are creating an age-based poverty line, a group that has no other reason to exist except to want and to hold on."

Work and service provide a critical identity for young people in transition from teen-ager to adult, said Kielsmeier.

"Kids need it," he said. "Society needs it."

Youth service is not just for the poor, he said. It must be universal to bring together people of different social and economic strata.

"It's the ethic of doing good that is the glue that binds us together," he said. "That flies in the face of extreme individualism, but the strength of America is in knitting the elements of socialization and individualism together."

"We want to create a neutral environment where youth can grapple with important personal and social issues," he said. "To be an effective leader, you must be a servant first. Looking out for the needs of the group is paramount to becoming a leader."

Such a transformation, he says, is necessary to enliven and enrich a nation that has failed to properly tap a precious resource.

Kielsmeier mostly is concerned about young Americans between ages 18 and 22. That age group suffers the lowest voter turnout, the highest unemployment rates and among the highest accident and suicide rates of any age group in the country.

One key to the success of youth programs, in England and Canada for instance, is to provide meaningful work involving urban and rural youth, he said. Service could run from six months to two years.

Assailable job categories include aides to police and fire departments, conservation and forestry jobs, day care, tutoring, urban gardening and assisting senior citizens.

"There can be an adventure to it and it should encourage travel, have a degree of novelty to it and pay a stipend," Kielsmeier said.

Kielsmeier's vision didn't dawn on him overnight. It is not a misty vision, but one sharpened by his own experiences.

Unlike many his age, however, Kielsmeier didn't burn out in the "me" years of the late 1970s. Instead, he remained active.

He is president of the Minnesota-based National Youth Leadership Council. Founded in 1963, the council operates several programs to develop leadership skills among youth.

The council is affiliated with the University of Minnesota's Center for Youth Development and Research, which views the council as a laboratory for the center's studies.

He moved to the Twin Cities from St. Louis last year and operates from a cluttered office on the St. Paul campus.

Two books "Please Understand Me," which advocates the acceptability of various styles of behavior, and "Promoting Moral Growth" were the most visible in the cluttered office.

Casually dressed in navy corduroy pants, a camel-color coat, light gray athletic socks and scuffed tennis shoes, Kielsmeier is a sandy blond with striking blue eyes. He's not shy, but no self-promoter either.

"I don't want to be a showboat," he said. "The idea is to get this program for youth service rolling."

When Kielsmeier was a child growing up in the Chicago suburb of Elgin, his physician father told stories of his years before World War II working at a Civilian Conservation Corps camp in Glacier National Park.

The stories were about adventure, the wilder-

ness and men, hundreds of men, working together on reforestation and conservation projects.

Deeply impressed and inclined to adventure, Kielsmeier became a joiner and an outdoorsman, as well. "I was the kind who raised my hand for everything," he said.

He spent his college summers working for the U.S. Forest Service fighting forest fires in Oregon. In 1965, he graduated from Wheaton College with a degree in zoology.

"As an act of idealism at the time I raised my hand for military service," he said. He was commissioned a second lieutenant in the Army and was sent to the demilitarized zone dividing North Korea and South Korea. He was a community liaison officer whose job was to improve relations between U.S. soldiers and Koreans. One of his projects was to develop an English language school for Koreans.

"It was there social justice and peace issues came together for me," he said. "The racial conflict was terrible."

One study, he said, showed that "South Koreans hated Americans more than they did North Koreans."

Kielsmeier was affected by an incident involving a South Korean friend named Chung Yung Bok.

His Korean military counterpart, Chung often would come to the U.S. officers mess for lunch or dinner. Kielsmeier, wondering why Chung never invited Kielsmeier to the Korean mess, questioned and finally badgered Chung into an

The creation of a volunteer youth service program is Jim Kielsmeier's goal. "It's the ethic of doing good, which is the glue that binds us together."

Sunday close-up

by
Patrick
Marx



Kielsmeier's vision didn't dawn on him overnight. It is not a misty vision, but one sharpened by his own experiences. Unlike many his age, he didn't burn out in the "me" years of the 1970s. He remained active.

invitation.

When Kielsmeier showed up at the Korean mess, he was confused and disappointed that Korean officers of higher rank treated him with extreme deference.

"Later he (Chung) told me that I was the first American who had eaten there in 10 years," said Kielsmeier. "The U.S. arrogance in Korea, I'll never forget that."

When he was discharged in 1967, Kielsmeier entered an international studies program in Washington D.C. His attitude toward the military soured as the Vietnam War ground on.

"I banked the military experience but ran flat against the ends of the military and tried to find ways to use it," said Kielsmeier. "I saw war as totally unnecessary."

Voluntary youth service, he said, is an important alternative to military duty.

In 1968, Kielsmeier taught at the prestigious St. Albans School in Washington D.C. His students included the sons of Vice President George Bush and Elliot Richardson and H.L. Haldeman, who served President Richard Nixon and were at odds in the Watergate dispute.

He spent several summers in Colorado working as a minority recruiter for the Outward Bound program, which in the mid-'70s he joined full time until he received his doctorate in experiential education in 1979.

"In its original intent, when Outward Bound was started in Britain in 1921, it had a strong service ethic," said Kielsmeier. "But that was not emphasized in recent years in its American incarnation. It has been more associated with outdoor adventure."

When he arrived in the Twin Cities in 1983, Kielsmeier immediately went to bat for a youth service program.

He helped organize a meeting in July of several community leaders including Minnesota Attorney General Hubert Humphrey III and Rick Jackson, director of the University of Minnesota YMCA, who in turn helped sponsor a two-day retreat in late September to promote the idea.

Tentatively the group has agreed to push the 1985 Legislature to form and fund a state commission to map a youth service program, which they hope to have in place by 1990.

The group asked Kielsmeier and his council to play a major role in pushing the concept and also working to increase state funding for the Minnesota Conservation Corps, a program run by the Department of Natural Resources to employ youths in conservation work. The corps is seeking to increase its budget from \$800,000 to \$3.4 million to expand its program.

"It can be an important transition to adulthood in the '80s," Kielsmeier said. "It fits into youthful idealism. They would love to be a part of a future where they can raise kids and grandkids. Kids at heart are not punk rockers."



THE SOURCE

Minnesota Conservation Corps Newsletter
 Vol. 1, No. 1 November/December 1984

DOZENS DISCUSS MINNESOTA YOUTH SERVICE PROGRAM AT TWO-DAY RETREAT

"I have moments of real terror when I think we may be losing this generation. We have got to bring these young people into the active life of the community and make them feel necessary."

*Eleanor Roosevelt
 May, 1934*

Near-peak fall colors enhanced a stimulating exchange of ideas among 60 individuals, including politicians, representatives of various youth service agen-

cies and foundations, and youths. Wilder Forest, a year-round outdoor education center located 40 minutes northeast of St. Paul, hosted the Sept. 25-26 retreat, entitled "Working Session on Minnesota Youth Service."

Current service and conservation corps models in Canada, Washington and Minnesota were presented, as were the social, historical and political perspectives regarding youth service programs. Af-
 RETREAT continued on page 7

YOUTH SERVICE: Community, resource needs must be met

Continued from page 1

terwards, session participants dispersed into groups to discuss youth and service needs objectives; key program elements; the political and financial assumptions and strategies in creating Minnesota's service program; and, finally, the next steps to be taken.

Group consensus drafted the following goal statement: "By 1990 (or before), there will be a statewide program to provide the opportunity for a year of community service to any Minnesota youth desiring to participate. Youths would engage in a meaningful work/learning experience that results in measurable, tangible benefits to the community and to the participating youth."

A steering committee comprised of representatives of the National Youth Leadership Council/Center for Youth Development and Research (NYLC/CYDR), Wilder Foundation, Governor's Council on Youth, Minneapolis Mayor Don Fraser's office, St. Paul Mayor George Latimer's office, University YMCA, Governor's Job Training Office, and DNR Youth

Programs/MCC, had its first meeting on Oct. 17. Taking an initial step toward enacting a service program, the group unanimously agreed to support MCC expansion legislation.

Members also stipulated that a commission on Minnesota youth service be established and "...charged with developing an administrative structure and programmatic guidelines designed to provide a service opportunity for all Minnesota youth, which addresses the human, community, cultural and natural resource needs of the state."

Commission membership shall include steering committee representatives and individuals from out-state areas—including Duluth, organizations representing minorities, labor unions, 4-H, and educators from public school and vo-tech systems.

Atty. Gen. Skip Humphrey III is on the NYLC board. His office has published figures indicating that 16.6 percent of all Minnesota teenagers are currently unemployed.

With bipartisan political

and financial support, future service positions for jobless youth might include: tutors; mental health, geriatric and health aides; conservation, beautification, anti-pollution and recreation aides; day care, fire, prison, police, library and public works aides; and other social service aides.

"I am very encouraged by the people who attended the (working) session, and who have phoned and written since," stated Jim Kielsmeier, NYLC president and assistant professor of youth studies at the University of Minnesota. "There is strong support from a broad cross section statewide.

"I'm interested to see the legislative reaction to forming a state commission which will 1) further assess state service models; and 2) initiate urban and rural programs on a two-year trial basis... I believe the reaction will be favorable."

For more information regarding a Minnesota youth service program, contact Jim Kielsmeier, NYLC/CYDR, 386 McNeal Hall, St. Paul, Minn. 55108, 612/376-7624.

For comments,
see matching
number on
reverse

MEMORANDUM OF DISAPPROVAL

App. E

1

I am withholding my approval from H.R. 999, the "American Conservation Corps Act of 1984." This legislation would establish, within the Departments of Agriculture and the Interior, conservation-related employment programs for youths.

2

The programs that H.R. 999 would in effect reestablish -- the Youth Conservation Corps (YCC) and the Young Adult Conservation Corps (YACC) -- were terminated by Congress at my recommendation because they had proven to be costly and unnecessary. The American Conservation Corps (ACC) would duplicate other efforts for youth financed by the Job Training Partnership Act (JTPA), such as the Job Corps, JTPA State Block Grants, and the Summer Youth program. In fiscal year 1985, the Federal Government will spend nearly \$2.2 billion on these programs, which will train about 1.5 million people. This training is done at a much lower per-capita cost than would be the case under the ACC, and is much more likely to result in permanent private sector jobs for their graduates because they involve the private sector in job training.

3

The ACC, however, would be based on the discredited approach to youth unemployment that relies on artificial public sector employment, just as did the Public Service Employment program operated under the Comprehensive Employment and Training Act until it was terminated by Congress in 1981.

4

Moreover, the ACC is not a necessary or effective way of managing Federal lands. The Federal Government currently spends over \$4 billion annually on land management. This amount is adequate to fund all activities needed to ensure the preservation of these precious resources for this and future generations of Americans. Any conservation project that could be performed by the ACC could be done better and for less money under existing programs, because of less overhead for residential centers and the greater productivity of existing workers who are already well trained. In addition, I have recently signed S. 864, which would expand the National Park Service's volunteer program, and allow such a program to be established in the Bureau of Land Management. Under these worthwhile programs, including those administered by the Forest Service and the Fish and Wildlife Service, citizens offer valuable volunteer services to assist the Departments of Agriculture and the Interior in the management of Federal lands.

5

Finally, while the three year, \$225 million ACC authorization is itself unwarranted, it would almost certainly grow. The Youth Conservation Corps began in 1971 as a \$1 million pilot program, and was subsequently given a permanent authorization of \$60 million annually, notwithstanding its inability to provide enduring, meaningful benefits for the trainees or the public. Moreover, the proponents of the ACC have already served notice that they intend to attempt in the next Congress to increase the ACC authorization to \$300 million annually.

6

I believe that America's unemployed youth would be better served by reducing Federal spending so that more resources are available to the private sector of our economy to fuel a continuation of the current economic expansion that has added 6 million new jobs to the workforce over the last two years. If given the opportunity, the private sector is much more likely to offer young people promising career opportunities than temporary make-work Federal job programs such as the American Conservation Corps.

RONALD REAGAN

THE WHITE HOUSE,

October 30, 1984.

Re: "Memorandum of Disapproval" Accompanying Pocket
Veto of American Conservation Corps Act
(as numbered on reverse)

1. Here and throughout, the fact that more than 45% of ACC enrollees would serve in state, local and tribal units is overlooked.
2. The Congress sustains modest summer YCC operations in Federal land agencies at \$10 million per year. OMB-approved evaluations found that each \$1.00 spent on YACC produced work that would have cost \$1.20 by the cheapest alternative means. JTPA does not provide disciplined year-round employment for jobless youth, as would ACC, and JTPA tends to serve the more employable young people. ACC will include education and skills development not offered by prior corps, and its net cost, in view of public gain from land and facility benefits, will be near zero as compared with training-only programs. Post-corps job placement is high in the California Conservation Corps and other ACC prototypes.
3. The 27 functioning state and local corps programs, although underfunded and barely scratching youth joblessness or conservation needs, are by no means "discredited." They, like corps programs since the Civilian Conservation Corps, have earned overwhelming support among youth employment and resource management authorities.
4. ACC's Federal side (some 55% of appropriations) would serve Federal managers but would not manage lands. Federal responses to eroding rangeland, unproductive forests, deteriorating wildlife habitat and over-used parks are now demonstrably inadequate. Much of the need is inherently labor-intensive and can be met at least cost by minimum-wage corps crews — most of whom would live at home under H.R. 999's modest funding level. Unpaid volunteers are wonderful but they do not constitute a disciplined year-round work force and neglected jobless youth are not among them. The ACC plan does welcome volunteer teachers and trainers of enrollees.
5. Any ACC growth or cut-back should, like all government funding actions, be based on merit, as measured by both Congress and the Executive. To our knowledge, no leading ACC proponent has "served notice" of, or otherwise stated, a \$300 million per-year aim in the next Congress.
6. ACC would serve some of the millions of young men and women by-passed by economic recovery and now chronically unemployed. Malcolm S. Forbes may have said this best, in the August 15, 1983 Forbes magazine: "The economy's recovery isn't going to meet the youth employment need that plagues virtually all our cities. With a renewed Civilian Conservation Corps we can make a real beginning in tackling the problem." Finally, needed work that saves America's youth and land is hardly "make-work."

#



REPORT NUMBER TEN
DECEMBER 1984

2001 S Street, N.W., Washington, D.C. 20009
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Service View

Crippling the American Conservation Corps

See what happens to a good idea when
the White House decides to 'discredit' it

Early in October, Congress passed the American Conservation Corps Act as a gesture of recognition that unemployed young people urgently need help. A few weeks later, President Reagan quietly killed the bill, claiming (in an unpublicized veto message) that it represented a "discredited" approach to youth unemployment.

Is that true? The answer is worth knowing, because bipartisan sponsors will reintroduce the Conservation Corps bill in the 99th Congress. It would be a shame for them to spend more time and trouble misguidedly pursuing discredited approaches.

So let's look, carefully, at the facts.

Rung room

Unemployment among young people nationwide is a chronic and growing problem. The recession made matters much worse, of course, but the recovery has not been strong enough to make matters much better.

The army of unemployed 16-24 year olds is huge: close to 4 million, and growing. Roughly two-fifths of all the unemployed fall within this age group. Even after two years of recovery, unemployment rates within this group are staggering. In October, the official unemployment rate for out-of-school 16-19 year olds stood at 18.8 percent. The rate for blacks in that age group was more than twice as high: 40.2 percent.

The White House likes to claim that the recovery has created 6 million new jobs since 1982. But in that time there has been a net *loss* in the number of jobs held by teenagers. Since 1982, fewer than 3 percent of all new jobs have gone to would-be workers in this age group, according to the Roosevelt Centennial Youth Project, which monitors youth employment and issues a monthly bulletin on unemployment trends.

Unemployment rates tell part of the story, but they can

only hint at how hard it is for many young men and women to crack the job market today. Obviously, the principal obstacle is that there aren't enough entry-level jobs to go around. No jobs, no entry.

Our highly unstable economy makes things tougher than normal. Rungs have been disappearing from the economic ladder. Experienced workers displaced by broad structural changes in basic industries are forced to go down the ladder, accepting jobs on the lower rungs. Young people trying to get their first footing on the ladder find all the rungs already occupied.

Economists argue about the number of rungs on the ladder. Everyone can agree, however, that economic expansion in the private sector works like an extension ladder, creating more rungs. But for young people with special problems (poverty, race, lack of schooling), it never extends quite far enough. And in order to create rung space for everyone wanting a job, at current unemployment rates, business would have to be able to extend that ladder considerably farther than anyone (even in the Administration) believes will happen.

Getting on the ladder is a double problem. First, space must be available. Second, someone offering a job must be persuaded that an applicant is worth hiring. For millions of young people, that second challenge can be just as hard to cope with. Inexperienced job applicants may or may not be expected to demonstrate specific job skills. But they desperately need *cop*ing skills.

Coping skills are not easily acquired. First you need to be able to lay down a base of self-esteem. Then you can build on that, adding such things as attention to appearance, promptness, ability to understand instructions and carry out assignments without constant supervision, and other good work habits. These are basic coping skills. There are others that can be equally important, such as learning how to handle downers—days when nothing goes right, weeks when work seems meaningless.

A seasoned worker knows how to cope. But you can't

take coping for granted when you've never had a job. So how do you learn how to cope? It requires experience. But how do you acquire experience, if you can't get a job? And how can you get a job if you can't cope? There's the Catch-22 of youth unemployment.

By accident of birth, most people are given many opportunities to acquire coping skills: in their homes, in school, in summer jobs, in college, doing graduate work, interning, rising through the ranks to become senior partner at Grovel & Covet. That's fine. But what about the people not so lucky?

That brings us to those "discredited" programs of which President Reagan speaks so disparagingly.

CCC's lasting legacy

There's nothing hypothetical about the belief that federal job programs for young people can work. The Civilian Conservation Corps settled that 50 years ago.

CCC was the first and probably the single most popular initiative of Franklin Roosevelt's New Deal. Between 1933 and 1942, the program helped nearly 3 million young men. Enrollees went directly from unemployment lines to remote rural camps. There, in groups of 200, under the supervision of veteran foresters and reserve army officers, they learned many kinds of conservation work. And they learned *how* to work.

But CCC was no make-work outfit. From the very beginning, its projects were real, specific, useful, and enduring. They were immediately "cost-effective," as we would say today: benefits clearly exceeded program costs, although costs were high for that day (\$1,000 per enrollee). Even in its first year, CCC's accomplishments were astounding:

- 15,241 miles of new telephone lines strung
- 18,531 miles of fire-breaks cleared
- 686,709 man-days spent fighting forest fires
- 15,617 miles of roadside and trailside cleared
- 620 fire observation towers built
- 953,318 acres of forest thinned and replanted
- 1,860,116 acres treated for pest control
- 2,757,419 acres treated for diseased trees
- 420,633 dams built to control soil erosion
- 98,592 acres of trees planted in logged-out areas
(1,000 trees per acre)
- 117 miles of pipeline constructed
- 3,747 miles of fence erected
- 25,413 miles of new truck trails constructed

Source: CCC Annual Report 3/31/34

That remarkable record continued for nine years. Roosevelt correctly predicted that the program "will pay dividends to present and future generations by creating

future national wealth." CCC's most important benefits, however, were personal. Jobless young Americans learned lifetime coping skills.

Listen to one of those men today:

"My reaction to President Reagan's contemptuous rejection of the America Conservation Corps was one of sadness and nostalgia for a time when we had a president of social vision," says William S. Wallace, who put his reaction into a letter to the *New York Times*.

"I was one of the early enlistees in the CCC in 1933," he wrote. "My father was unemployed, and our family was living in poverty. I was out of high school, with no job and no money for college. The CCC opened for me an opportunity that was fulfilled immeasurably.

"I earned money, enough to have extensive dental work done that my family could never afford and to build a bank account so I could start college in 1934. But much more, the experience for me was one of growth, along with many other men of widely diverse backgrounds: Californians, Kentuckians, Ohioans, New Yorkers, American Indians, blacks, Hispanics, Chinese. We all worked in the woods together, building roads and trails, reforestation, fighting forest fires.

"In the years since, I have revisited places in California, including Yosemite National Park and Pinnacles National Monument, where our camps were. I have walked trails and driven on roads we built, and I've seen tall stands of timber that we planted as seedlings in logged-out areas. For me—and, I am certain, for thousands of older citizens like me—the CCC was a life-enhancing experience. For the country, the CCC was a social program that truly realized its goals."

President Reagan's critics sometimes attribute his apparent lack of compassion to his long career as a movie actor, which, they say, must have removed him considerably from recollections of the real world. But the movie actor Raymond Burr joined the CCC as a young man and recalled it with clarity 45 years later, when he testified to Congress in support of the ACC bill.

"I learned a modicum of carpentry and construction skills. I learned first aid. I learned how to run a weather station, to teach, to be a leader," Burr said. "Above all, the CCC taught me the value of optimism, of hope, and of seeking new horizons."

"Recently," he added, "I went back to Camp Whitmore east of Redding, California, where I was in charge of building a bridge in 1937. Well, sir, that bridge is still there. So all the bending of steel, all the mixing and pouring of concrete, all the carpentry work and the building of coffer dams, it was all worth it."

Thousands of CCC alumni share the sentiments of William Wallace and Raymond Burr. They all agree: they were lucky. How many people have had the rare privilege of learning how to build a bridge? How many people can

point with pride to having constructed something useful that still stands somewhere?

The memory doesn't fade. CCC veterans have an active alumni association and meet each other in annual reunions. They keep in touch. They still celebrate their good fortune at having been part of a program that taught them how to cope, and the value of hope. It never occurs to them to think of CCC as a welfare program, nor to think of themselves as having been "on welfare" during their CCC days. And if CCC has been discredited, they never got the word.

CCC might have become a permanent program if World War II hadn't intervened. But wartime demand for raw manpower (and for the officers who had been running CCC's camps) put the program on hold.

CCC's administrators, expecting high civilian unemployment after the war, anticipated that the program would be revived. But then economics and politics intervened. The postwar boom in consumer spending kept unemployment lower, at least temporarily, than had been forecast. And the conservative Republican resurgence in Congress after Roosevelt's death left the CCC at the mercy of the New Deal's mortal enemies. They made sure it stayed buried with its mentor.

Unfinished business

Raymond Burr, among many others, still feels badly about CCC's untimely death. "We have 40 years to make up for, and a backlog of problems to catch up on," he told Congress in 1982. But he remained optimistic, he said, about prospects for creating a new CCC adapted to today's world: "Democracy is, as the saying goes, unfinished business."

Taking care of unfinished business was what motivated a smattering of individuals, organizations, and members of Congress to begin pushing for a new national conservation corps more than three years ago. They used the old CCC as a model, adapting the basic blueprint to incorporate lessons learned from more recent employment programs such as the Youth Conservation Corps (YCC) and the Young Adult Conservation Corps (YACC).

YCC, created in 1970, was a summer work projects program administered by the Departments of Interior and Agriculture for young people aged 15 to 18. YACC, created in 1977, was a year-round program for 16-23 year olds, operated by the Labor Department under the Comprehensive Employment and Training Act (CETA), with actual supervision of work projects carried out by Interior and Agriculture in cooperation with state governments. YACC emphasized enrolling disadvantaged youth; YCC, a much smaller and more middle-class program, did not.

Both programs paid enrollees the minimum wage to work on conservation projects such as reforestation, stream clearance, park construction and maintenance, and energy conservation. Both used a mix of residential camps and non-residential work sites. And, not surprisingly, both were targeted for oblivion by President Reagan's budget-cutter, David Stockman, early in 1981. Congress acquiesced, and both programs were cut in 1982. (YACC was eliminated outright; YCC continues in skeletal form, currently funded at \$10 million per year.)

Although YCC and YACC between them provided employment to some 700,000 young people between 1970 and 1982 and performed valuable conservation work in nearly every state, they never managed to win the kind of broad public support that the old CCC enjoyed. In fact, most Americans probably don't know YACC ever existed.

Ironically, dispassionate evaluations had given both programs high marks. They were not budget-busters (\$220 million annually for YACC, \$60 million for YCC). They were considered cost-effective (yielding an estimated \$1.25 in value of work performed for every \$1 spent). Enthusiastic participants described the sense of self-confidence and accomplishment they derived from doing real work. YACC administrators pointed to the success of their program in motivating young people who had been unsuccessful in school.

The claims seemed sincere enough, but somehow YCC and YACC still failed to generate strong grassroots support. That failure made them easy targets for David Stockman. When he attacked, no wrathful multitudes rose up in response. Thus, no members of Congress feared for their future if they voted against YCC and YACC. In Washington, that's the only true test to determine whether a program is "discredited."

YCC and YACC were victims not only of Stockman's long knives but of their several built-in weaknesses. The most important of these may have been that they lacked a champion.

Roosevelt had been interested in conservation work long before he reached the presidency, and when he launched CCC, he made sure that the untried new program didn't stumble. Its administrator reported directly to him. The President visited the camps. He saw to it that CCC told its success stories to local editors. Members of Congress were frequently invited to CCC camps, and were much fussed-over when they came. In later years, if a congressman's support wavered at appropriations time, CCC veterans would be waiting to chat with him when he stepped off the train on his next visit to his district.

YACC never enjoyed that kind of support. Nobody of importance in the Carter administration seemed to be directly in charge, nor did anyone seem especially in-

Wallop's subcommittee reluctantly released a bill. But the price of this dollop of progress was compromise. The Senate subcommittee bill differed importantly from the House version in providing for greatly reduced funding. The House had voted \$300 million annually for six years. Wallop's version authorized only a three-year program funded at \$50 million for the first year, \$75 million for the second, and \$100 million for the third.

Even with that change, the legislation got stuck again. Sen. James McClure (R-ID), chairman of the Energy and Natural Resources Committee, let it be known that he wasn't about to report out the bill as written, even with reduced funding. Supporters of the legislation suspected that he was simply giving kneejerk support to the Administration, but McClure said that wasn't so. He wanted the bill to include "a stronger work ethic," and "proper moral and disciplinary conditions," an aide said. He was worried about passing a bill that might somehow subsidize roughneck youths, the aide added.

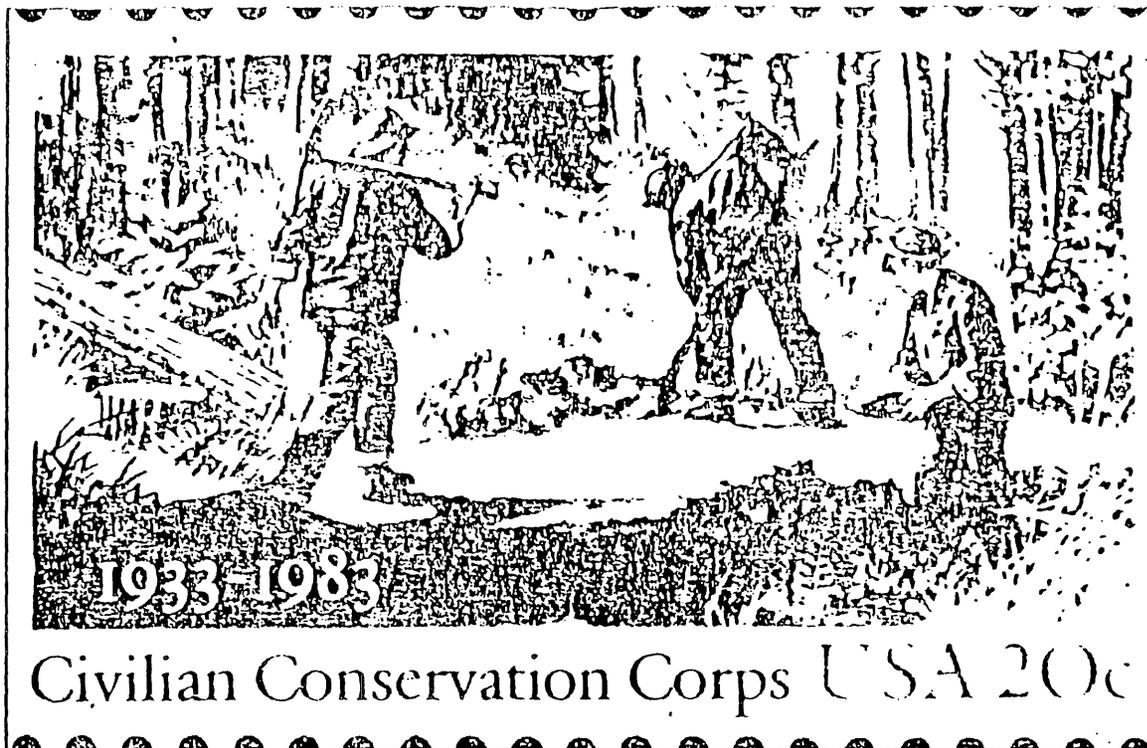
At that point, Rep. Seiberling asked for a personal meeting with Sen. McClure, and the senator, with good grace, invited the congressman to be his guest on a week-long outing in the Idaho wilderness in mid-summer. "The pure air and rugged environs evidently proved more conducive to a compromise than the Washington smog and humidity," the *New York Times* reported. McClure agreed to send the bill, with less money and more moral buttressing, to the Senate floor.

It didn't get there right away. At nearly the last minute, the bill was detained by Sens. Dan Quayle (R-IN), Orrin Hatch (R-UT), and Jake Garn (R-UT). Quayle wanted language added to tie ACC to Job Training Partnership Act (JTPA) regulations. Hatch and Garn wanted to hold the bill hostage until the House agreed to consider a pet bill of theirs involving Utah wilderness.

ACC sponsors feared that these eleventh-hour ditherings might doom hopes for a House-Senate compromise before adjournment. As hope faded, however, the Senate leadership agreed to move the bill to the floor, where it arrived on October 3 and was adopted by unanimous consent. As adopted, it provided for the lower level of funding, which meant that the Conservation Corps would reach, at most, about 85,000 jobless young people during the three years of program authorization.

This represented a major retreat from the House version, which would have enrolled close to 115,000 people each year. But Seiberling and other sponsors felt it was the best they could do. Time had run out on the 98th Congress. On October 9, with the House ready to adjourn for the year, the revised version of the American Conservation Corps bill passed by a vote of 296-75.

"The Civilian Conservation Corps is back," said



STAMP OF APPROVAL: So far, no more than token commemoration of a good idea

Senator Moynihan. "Half a century ago, President Roosevelt recognized that a conservation corps was a way to cope with two serious problems—unemployment and the deterioration of our resources. It was a good idea then. It is a good idea now."

Justice denied

Roosevelt might have applauded the bill that finally made its way to the White House for President Reagan's signature, but he would probably have agreed with Syd Howe that it was, in final form, "a modest initiative." To John Seiberling, it represented "a good first step in the right direction."

Lukewarm comments of that kind may sound surprising, coming from men who devoted so much time and energy to creating an idea and passing a bill, and who had reason, after so many delays, to feel pleased with themselves. But they knew that ACC, with its funding level reduced 75 percent from the original House proposal, would be much less than they had hoped for.

The sad fact is that \$50 million doesn't buy much these

days. Even at the minimum wage of \$3.35 an hour, each year-round non-residential corpsmember slot would cost about \$9,000. Residential slots—more effective, in terms of skills training and education—would cost about twice as much. (The old CCC today would be a \$3 billion program, a figure that might make even a Roosevelt pause. On the other hand, the Roosevelt administration was running a \$300-billion military-spending program. Development costs of the "discredited" MX system alone would fund a full-blown CCC for a decade.)

Still, passage of the bill represented unmistakable progress. It put Congress on record (for the first time since 1981) in support of giving useful public-service work and training to unemployed young men and women. Congress thus recognized, and reaffirmed a lesson learned a half-century ago: conservation work yields double dividends for the nation, by protecting resources we can't afford to lose and helping people we can't afford to abandon.

"Given the strong bipartisan support the bill received in both the House and the Senate, and the relatively modest funding levels involved, I can't imagine the President

interested in telling its success stories to the public, the press, or influential members of Congress. Responsibility for projects was spread so haphazardly among so many federal and state agencies that no coherent evolution ever took place. Successful projects were rarely replicated, unless someone somewhere else happened to hear about them.

And not many people heard. How many Washingtonians know that YACC had a camp in Rock Creek Park (one of the biggest and most heavily used urban parks in America) and carried out more than 100 different projects there?

Even with greater visibility, YACC would have suffered by comparison with CCC for other reasons. (The name, for one. "Young Adult" Conservation Corps? Seriously?) Perhaps most importantly, the program was simply too small to have the kind of far-reaching community impact that CCC had.

At full strength CCC enrolled 300,000 men at a time, helping one out of every 10 of the unemployed young in 1940. YACC never enrolled more than an average of 20,000, reaching less than one out of every 180 of the unemployed young in 1980.

CCC enrollees came from families scattered widely (both geographically and demographically) across the nation. CCC thus had broad bipartisan support where it counted: on Main Street. Lots of good families temporarily down on their luck had a boy in the CCC. Enrollment carried no stigma.

YACC suffered from the very different politics of the '70s. As a CETA program it bore the extra burden of CETA's image (largely undeserved but no less negative for that). And, as a program serving the disadvantaged and minorities, it was aimed at a population that (putting it mildly) doesn't always get sympathetic political support from middle-class constituencies and their representatives in Washington.

Finally, YACC suffered from the fragmented political advocacy efforts of the '70s. Advocates of youth employment programs didn't talk much with environmentalists, and environmentalists didn't talk much with officials in charge of conservation programs. Representatives of disadvantaged minorities didn't talk with any of the above. Networks of support may have existed, but they rarely connected.

YACC was, in short, a political orphan many times over. The Carter administration, desperately looking for ways to keep Republicans at bay by trimming its budget for fiscal year 1981, cut YACC funding sharply and recommended phase-out in 1982. When the Reagan administration came in, it was happy to oblige. Programs like YACC without broad, well-organized constituencies soon found themselves "discredited." They did not survive enactment of President Reagan's first budget.

Justice delayed . . .

That winter the recession took hold. The same Congress that had voted in the summer to cut so many programs began worrying about what had happened to the social "safety net." Supporters of a new nationwide conservation corps saw a chance to move ahead with legislation.

"This is a concept whose time has returned, because of tragic youth unemployment and slashed conservation budgets, and it needs an informed, focused, and active constituency," said Sydney Howe, director of the Human Environment Center, a small Washington organization which has struggled since 1976 to create common ground between employment and environmental issues.

Howe is a man of thoughtful mien who looks more like a country-school headmaster than a Washington activist. Appearance, in his case, is deceptive. He made it his business both to build the needed constituency and to see that the legislation didn't get sidetracked. The job required patience, skill, and optimism. He was the right person for it.

The American Conservation Corps went to Congress in the form of a bill introduced in the House in October, 1981, by Rep. John Seiberling (D-OH), a senior member of the Interior Committee. In the Senate, its principal co-sponsors were Sen. Daniel Moynihan (D-NY) and Sen. Charles Mathias (R-MD).

The bill made progress in the House. It picked up 101 co-sponsors (including a CCC vet, Rep. Edward Roybal of California), cleared the Interior and Labor committees, and went to the floor for a vote. The bill passed by 291-102 in June, 1982.

The story was different in the Republican-controlled Senate. There the bill (introduced in February, 1982) was bottled up in committee at the request of the Administration, and didn't even get a hearing until September.

Meanwhile, public and editorial support for the legislation grew, roughly in proportion to unemployment. "The plan makes good economic sense," the *Christian Science Monitor* editorialized. "It deserves swift approval." In areas of especially high unemployment, opinions were still stronger. "It would be almost criminal to kill this legislation," said the West Chester (PA) *Daily News*.

The Administration's position was curious. It faulted YACC (soon to succumb) for having failed to serve disadvantaged youth sufficiently (because the program included a mix of poor and middle-class enrollees) and claimed that YACC did not perform high-priority conservation work.

Administration pieties on behalf of the disadvantaged seemed suspect, for obvious reasons. (In any case, an estimated 40 percent of YACC enrollees had come from poor families—not bad for a program legally required

only to recruit in areas of high unemployment, not necessarily the same as areas of persistent poverty.)

As for the latter claim, the Administration held to it even after being directly contradicted by Forest Service chief R. Max Peterson, who told Congress: "We try to find labor-intensive work [for YACC] in locations of high unemployment. Therefore we may do some projects that would not reach priority level until sometime later. To a large extent, however, we try to be sure the work we do is, in fact, high priority."

Pressured by ACC's 20 Senate co-sponsors, the Senate Energy and Natural Resources Committee finally begrudged the bill a brief hearing, at which Sen. Malcolm Wallop, a Wyoming Republican who made no secret of his unenthusiasm, presided petulantly. But no further action was taken before the 97th Congress adjourned.

Hanging out in the woods

By the time the 98th Congress convened in January, 1983, unemployment had reached levels not seen since the end of the Depression. Seiberling immediately re-introduced his House bill, this time with 186 co-sponsors, and Mathias and Moynihan went to bat again in the Senate. And Syd Howe counted some four dozen organizations supporting the bill, ranging from the AFL-CIO and the Izaak Walton League to the U.S. Conference of Mayors and the YMCA.

This time the bill cleared the House by a vote of 301-87 in March. But still the Senate balked, despite efforts by Democrats and Republicans alike to clear the way, and despite strong support coming from some unlikely places. Publisher Malcolm Forbes, for example, urged the Senate to act: "The economy's recovery isn't going to meet the youth employment need. . . . With a renewed Civilian Conservation Corps we can make a real beginning in tackling the problem."

(The bill ran into opposition from some unlikely places, too. Although it received editorial support from the *New York Times*, the *Baltimore Sun*, and many other papers, the bill was attacked by the *Washington Post*, which worried editorially about kids "just hanging around" in the woods and suggested that "most of the young people seeking jobs are not in dire straits.")

Senate leaders hemmed and hawed, still reluctant to fight the White House and the Office of Management and Budget except on turf occupied by big-ticket programs important to powerful lobbyists. When Congress recessed for the year, the conservation corps was still stalled in committee.

That changed, finally, in February, 1984, when

ACC: What the Congress approves . . .

Highlights of the American Conservation Corps Act of 1984, as adopted by Congress:

- **Purpose:** To provide jobs and job training for unemployed young men and women in work projects aimed primarily at improving public lands and community resources. Working at minimum wage, Corpsmembers receive work experience, skills training and certification, educational aid, counseling, and job-placement aid.

- **Corpsmembers:** ACC would reach an estimated 18,500 young men and women during its first year and 37,000 in its third year (depending on turnover), with emphasis on enrolling economically disadvantaged youths. ACC offers both year-round (ages 16-25) and summer (ages 15-21) programs, based at both residential and non-residential (day work) conservation centers.

- **Projects:** Conservation of forests, rangelands, soil, and wildlife habitats; community revitalization; erosion and pest control; fire control; weatherization and other energy conservation work; development and maintenance of roads, trails, and other park facilities; pollution abatement; strip-mine reclamation; preservation and restoration of historical and cultural sites.

- **Funds:** \$50 million for FY85. \$75 million for FY86, \$100 million for FY87. Distribution: 35% to states; 25% each to federal Interior and Agriculture departments; 10% to other federal agencies (Tennessee Valley Authority, Corps of Engineers) and demonstration projects; 5% to Indian tribes.

- **Administration:** Shared by Interior and Agriculture, consulting with Labor Department. Interior to administer state, local, and tribal programs.

President Reagan vetoed the Act on October 30. Sponsors have announced plans to re-introduce the bill in the 99th Congress in 1985.

vetoing this bill," John Seiberling said. Given the record of the Reagan administration, he was whistling past the graveyard.

A *Wall Street Journal* editorial on October 18 provided a pretty good clue of what was to come. Misrepresenting ACC as "one of a flock of spending bills that were whipped through Congress in those last frantic days before adjournment," the editorial urged a veto.

Then the writer, after dismissing ACC as "a nostalgia trip," really laid on the invective, rolling out the kind of sustained sneer formerly reserved for attacking child-labor laws:

"In its day, the CCC was probably a good idea. For one thing, the staff was a badly needed source of officer material for World War II. But this is not the 1930s. There are help-wanted signs up all over the country, and federal make-work projects are notoriously cost-ineffective in terms of getting useful work done for the government. At this point in history, an ACC hardly seems like a high-priority project other than in terms of trying to socialize the chronically and voluntarily unemployed, a not very hopeful undertaking."

Presidential disapproval

President Reagan had a straightforward choice: approve the bill and sign it, or disapprove it and let it die by pocket veto (since, Congress having adjourned, he wasn't compelled to return it with a specific veto message). With the election only a few weeks away, supporters thought he might sign it, and several Republican sponsors received word to that effect from the White House.

But they underestimated the Office of Management and Budget, which prepared a "Memorandum of Disapproval" for the President's signature. On October 30, after rejecting efforts by Mathias and Seiberling to meet with him, he signed the memo, formally killing the bill.

The six-paragraph memorandum is an interesting document, both because it outdoes the *Wall Street Journal* in making so many claims that turn out to be simple misrepresentations of fact and because it outlines once again the kinds of arguments that will confront advocates of work programs when they try again in 1985:

(1) ACC would not, as inferred, set up strictly federal programs, because states and local communities would be heavily involved (as spelled out in funding provisions).

(2) ACC would not, as claimed, re-establish the Youth Conservation Corps and the Young Adult Conservation Corps, and these programs were not terminated as "costly and unnecessary." They were cut by a Congress flimflammed into believing that by cutting domestic pro-

grams, the Administration would be able to balance the budget. ACC would not, as claimed, "duplicate other efforts for youth." JTPA is a training program, not an employment program. The Job Corps is a limited program entirely aimed at severely disadvantaged youth and is not specifically geared to conservation work. Summer day-work programs are not the same as year-round residential programs. The \$2.2 billion figure includes training for older adults. Job placement rates have been high in state conservation corps programs (at least as high as JTPA).

(3) ACC would represent a "discredited" approach to youth unemployment only if you accept the idea that CCC failed and that working for America is somehow "artificial"—less real (and less cost-effective) than working for a business.

(4) ACC would not, as claimed, be a program for "managing federal lands." It would extend the range of federal land managers, who are handicapped by the fact that much of conservation work is inherently labor-intensive, and therefore beyond their budgets unless they can find ways to do it on the cheap. That's one reason so many land managers support the conservation-corps idea. Volunteer programs, no matter how worthwhile, are no substitute for year-round work crews, and disadvantaged youth can't afford to be unpaid volunteers.

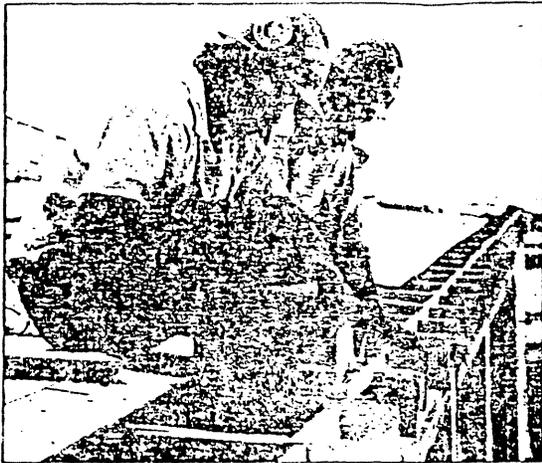
(5) ACC's authorization might or might not grow. Under our system, that decision *ought* to be made on merit.

(6) ACC would not, as inferred, deprive the private sector of resources. As a demonstrably cost-effective program, it would benefit both the public and private sectors by helping young men and women out of the costly dead-end of the economy and by improving natural and community resources used by everyone. The "current economic expansion" has almost entirely bypassed hardcore unemployed young people, as the government's own monthly Labor Department surveys repeatedly show. ACC would not be a make-work program and, if successful, should not be temporary, or confused with so-called "countercyclical" jobs programs.

The presidential memorandum was a blow, if not entirely an unexpected one, to ACC's sponsors. It will be small comfort for them to keep this interesting document and insist that its authors reread it in the middle of the next recession, preferably in some quiet place where they can concentrate, such as an abandoned park or the shores of a stream filling up with eroding soil.

Local heroes

This story lacks a happy ending. But the *makings* of a happy ending can be found in California, Iowa, Connec-



STATES SHOW THE WAY Texas Conservation Corps members learn how to re-roof a building

tricut, Michigan, Alaska, Minnesota, Ohio, Wisconsin, Washington, and Pennsylvania. These ten states have launched year-round conservation-corps programs of their own. All are small and underfunded. But all are popular, and none would want to be characterized as a nostalgia trip.

Some, like the California Conservation Corps, have been operating for several years. (The California corps originated as an alternative-service project in the '70s for conscientious objectors. It was signed into law by Governor Ronald Reagan.) Others are new. Michigan's \$5.2-million program is a product of the state's desperately high unemployment and is aimed expressly at enrolling disadvantaged youth.

Summer conservation-corps programs have been established in Texas, Maine, Maryland, and Washington. Corpsmembers in Maryland worked on Chesapeake Bay preservation projects, and program administrators expect to manage 100 project sites next year. Corpsmembers in Maine thinned overcrowded forests, built trails for wheelchair-bound tourists, built a boardwalk to protect a peat bog in a popular state park, constructed a firetower, and reseeded clam beds—a project producing nearly instant dividends for the state's economy.

And conservation-corps projects have been springing up in counties and cities as well as at the state level. Maryland has one in Anne Arundel County, and another is starting in Montgomery County. Oregon has one in Multnomah County. Mayor Koch of New York is pushing a Youth Service Corporation jointly supported by business and city government.

Syd Howe, who keeps track, currently counts 27 state and local conservation and service corps programs which, he says, "are spending twice the now-vetoed ACC funding for 1985."

That's the good news. The bad news is that these successes may cause ACC's opponents to conclude that they were right—that the way to do the job is without any help from Washington. Anyone leaping to that conclusion "would miss the point badly," Howe wrote in a recent newsletter. "Devastating youth unemployment and wasted natural and community resources are simply forcing tried-and-true but piecemeal responses. These efforts are a drop in the bucket of dire national need, yet the 'how-to' lesson should be clear as a bell to the Congress."

That remains to be seen. Congress is usually skittish about trying to override a popular president's vetoes, even on big-ticket legislation. ACC's support in the 99th Congress could turn out to be broad but not deep. A second veto, if sustained, could cripple conservation-work efforts for the rest of President Reagan's term.

On the other hand, the 99th Congress is unlikely to fall prey to the kinds of beguiling budget-balancing arguments that the Administration used so successfully on its predecessors. The Senate's spine has been stiffened by the addition of three former representatives with strong sympathies for conservation work programs (Simon, Harkin, Gore). And the arrival of the next recession may have the effect of concentrating Congress's collective mind.

The key to the future of the American Conservation Corps probably rests with broadening its constituency still further. Howe is at work on that, looking for allies wherever they may be found, particularly in cities where mayors and businessmen don't have to be persuaded of the need to put young people to work improving urban environments that aren't going to get much attention any other way. He and project director Peg Rosenberry are vigorously publicizing the Human Environment Center's Urban Conservation Corps Project, aimed at encouraging support for local projects by the broadest possible alliance of "environmentalists, youth advocates, business leaders, local foundations, minority organizations, city officials, and police."

There's no reason, really, why countywide projects can't be replicated readily too—an approach that could serve the somewhat different needs of rural areas and small towns. In the long run, however, the nationwide problems of unemployment and resources conservation are too big to be addressed successfully at state and local levels alone. In a small way, at least, Congress finally came to grips with that fact in 1984. With broader support, the "discredited" American Conservation Corps might get a fair chance to prove its merit in 1985.

—Thomas N. Bethell

... the President (or OMB) disapproves

MEMORANDUM OF DISAPPROVAL

I am withholding my approval from H.R. 999, the "American Conservation Corps Act of 1984." The legislation would establish, within the Departments of Agriculture and the Interior, conservation-related employment programs for youths.

The programs that H.R. 999 would in effect reestablish -- the Youth Conservation Corps (YCC) and the Young Adult Conservation Corps (YACC) -- were terminated by Congress at my recommendation because they had proven to be costly and unnecessary. The American Conservation Corps (ACC) would duplicate other efforts for youth financed by the Job Training Partnership Act (JTPA), such as the Job Corps, JTPA State block Grants, and the Summer Youth program. In fiscal year 1985, the Federal Government will spend nearly \$2.2 billion on these programs, which will train about 1.5 million people. This training is done at a much lower per-capita cost than would be the case under the ACC, and is much more likely to result in permanent private sector jobs for their graduates because they involve the private sector in job training.

The ACC, however, would be based on the discredited approach to youth unemployment that relies on artificial public sector employment, just as did the Public Service Employment program operated under the Comprehensive Employment and Training Act until it was terminated by Congress in 1981.

Moreover, the ACC is not a necessary or effective way of managing Federal lands. The Federal Government currently spends over \$4 billion annually on land management. This amount is adequate to fund all activities needed to ensure the preservation of these precious resources for this and future generations of Americans. Any conservation project that could be performed by the ACC could be done better and for less money under existing programs, because of less overhead for residential centers and the greater productivity of existing workers who are already well trained. In addition, I have recently signed S. 864, which would expand the National Park Service's volunteer program, and allow such a program to be established in the Bureau of Land Management. Under these worthwhile programs, including those administered by the Forest Service and the Fish and Wildlife Service, citizens offer valuable volunteer services to assist the Departments of Agriculture and the Interior in the management of Federal lands.

Finally, while the three year, \$225 million ACC authorization is itself unwarranted, it would almost certainly grow. The Youth Conservation Corps began in 1971 as a \$1 million pilot program, and was subsequently given a permanent authorization of \$60 million annually, notwithstanding its inability to provide enduring, meaningful benefits for the trainees of the public. Moreover, the proponents of the ACC have already served notice that they intend to attempt in the next Congress to increase the ACC authorization to \$100 million annually.

I believe that America's unemployed youth would be better served by reducing Federal spending so that more resources are available to the private sector of our economy to fuel a continuation of the current economic expansion that has added 6 million new jobs to the workforce over the last two years. If given the opportunity, the private sector is much more likely to offer young people promising career opportunities than temporary make-work Federal job programs such as the American Conservation Corps.

RONALD REAGAN

THE WHITE HOUSE,

October 30, 1984.

MINNESOTA CONSERVATION CORPS
ENABLING ACT

DRAFT SUMMARY

1. General Purposes:

- establish a youth work program in order to improve, restore, maintain and conserve public lands and sites in the most cost-effective manner;
- utilize such program as a means of needed assistance to State and local governmental units in carrying out their duties to protect, conserve, rehabilitate and improve the natural, historical and cultural resources of the State;
- utilize such program to increase training and employment opportunities for otherwise not productively employed youth and those youth who are economically, socially, physically or educationally disadvantaged.

2. Administration of the Program:

- the Minnesota Department of Natural Resources' Bureau of Conservation Corps Programs will oversee the program.

3. Minnesota Conservation Corps Advisory Council:

- There is hereby created the Minnesota Conservation Corps Advisory Council. The Council shall advise the Director of the Bureau of Conservation Corps Programs in the implementation and operation of the Minnesota Conservation Corps program.
- The Council shall suggest direction and innovative concepts such as public/private funding, fee for service options and other service opportunities for Minnesota's young adults.
- The Council shall have 15 members and involve youth, members of youth serving agencies, business leaders, union representatives and protected class individuals. The Council shall include the Commissioner of Natural Resources or designee; 10 persons appointed by the Commissioner who serve at the pleasure of the Commissioner; two members of the Senate appointed by the President of the Senate who serve at the pleasure of the President; and two members of the House of Representatives appointed by the Speaker of the House who serve at the pleasure of the Speaker. Not more than one member of the Senate and one member of the House shall be from the same political party. All members shall be reimbursed for their actual and necessary expenses in attending meetings of the Council.

4. Effect of Law on Currently Employed Workers:

-the assignment of corpsmembers shall not result in the displacement of currently employed workers, including partial displacement such as reduction in hours of non-overtime work, wages, or other employment benefits. Supervising agencies that participate in the program may not terminate, lay-off, or reduce the working hours of any employee for the purpose of using a corpsmember with available funds. In circumstances where substantial efficiencies or a public purpose may result, supervising agencies may use corpsmembers to carry out essential agency work or contractual functions without displacing current employees.

5. Funding:

-the MCC is seeking an appropriation of \$3.5 million for 1986 thru 1989.

6. Residential Camps:

-residential as compared to non-residential camps have been shown to offer a greater learning and personal growth experience for corpsmembers. Both camp settings will be afforded the summer youth program. Budget permitting, at least one residential camp will be established for the young adult program in addition to the non-residential sites. The young adult camp will serve as both a base of operation for a number of mobile work crews and as a statewide intake, orientation and training center for the Minnesota Conservation Corps.

7. Eligibility for Enrollment in the Program:

Except for specialists, enrollment in the program shall be limited to individuals who, at the time of enrollment, are:

-lawful permanent residents of the State;

-unemployed;

-not less than sixteen but not more than twenty-six years of age;

-free from medical or behavioral problems that would render an individual unable to adjust to the standards, discipline or requirements of the corps;

-participants in the young adult program must possess a high school diploma, or equivalent, or agree to work towards a graduation equivalency diploma while enrolled in the corps.

8. Criteria for Selection:

-in the selection of corpsmembers, which may be in conjunction with the state employment service, preference shall be given to youths residing in areas, both urban and rural, in which substantial unemployment exists. Special efforts shall be made to recruit youths who are economically, socially, physically or educationally disadvantaged.

9. Terms and Conditions of Service:

-corpsmembers shall be paid the federal minimum wage. Youth specialists may be paid up to 2½ times the federal minimum wage, the exact levels to be determined by the Director.

-corpsmembers in the Young Adult Program may serve at the discretion of the Director in the Corps for a period up to 24 months. The normal enrollment period will be 12 months.

-educational opportunities for young adult corpsmembers shall be enhanced by the provision of training and reference materials, both internally and from other state and federal sources; arranging with educational institutions for awarding of academic credit for competencies developed; encouraging corpsmembers to continue studies during non-working hours to complete high school equivalency diploma or college courses for job skills training. The Corps shall utilize services available from the University of Minnesota, the state university and community college systems, local vocational technical institutes and school boards. Training opportunities will be enhanced by working with the Department of Economic Security through the Job Training and Partnership Act (JTPA) and other programs.

-a one-week residential orientation and training session shall be provided each young adult corpsmember. The session will address issues to include: the proper use and care of tools, work project and vehicle safety procedures, Employee Right to Know Act (ERTKA) requirements, Minnesota Conservation Corps philosophy, policies, procedures and etiquette, and team building experiences. The goal of the session will be to thoroughly indoctrinate the corpsmembers, thus allowing them to be more effective and efficient once transferred to their work unit.

-job seeking skills to include career development schemes, resume writing and interviewing techniques will be addressed on a periodic basis with both verbal instruction and written reference materials being provided to corpsmembers. In appropriate situations and where feasible, community resource agents will be utilized in providing these services.

-a young adult employed as a corpsmember for a 1-year period of continuous employment as determined by standards adopted by the Director and who receives a satisfactory employment evaluation upon termination of employment is entitled to an incentive payment of \$300 or an education voucher worth \$750. The Director may authorize a partial incentive payment or education voucher to a person who is employed as a corpsmember for less than a 1-year period of continuous employment and who receives a satisfactory employment evaluation upon termination of employment, if the Director determines that employment was terminated because of special circumstances beyond the control of the corpsmember. The education voucher is valid for 3 years after the date of issuance for the payment of tuition and fees at any institution of higher education which accepts the voucher and the Director shall authorize payment to the institution of face value of the voucher upon presentment.

APPENDIX "G"

MCC Threatened--Impact of \$100,000 Cut

DEVASTATING CUT: \$100,000 represents a 22% cut in general funds for MCC.

- 1 complement (FTE) layoff
- 50 youth and young adults positions eliminated each year

ACC VETOED: Option initially offered due to anticipation of federal funding which has since been eliminated.

MCC NOT JUST ANOTHER "JOBS PROGRAM": It is designed as a service opportunity where the youth are expected to give more to the state than they get in wages (\$3.35/hour).

A strong work ethic and responsibility are imparted to the youth, they mature and grow as a result of the challenge. According to a survey conducted last summer, over 80% of MCC youth listed MCC as the most important experience of their lives.

COST-EFFECTIVE: Because MCC'ers work hard for low wages, they accomplished over \$1,000,000 worth of work in FY '84. This resulted in \$1.34 worth of needed work returned for each \$1.00 invested in the program.

According to a recent nationwide study, conservation corps programs are the most cost-effective means of accomplishing needed natural and recreational resource projects.

GOOD PRODUCT: According to surveys sent to all of our worksites, MCC was rated as the top of other work programs. Over 92% rated the quality and quantity of work accomplished as very good or excellent.

DEMONSTRATED NEED FOR MCC: There is a tremendous backlog of needed conservation work projects statewide. Within DNR alone, a preliminary survey of 20% of the units indicated a backlog of 332,726 man-hours of needed conservation work that could be accomplished by MCC.

Based on 1980 census data and a figure of 16.6% unemployment, approximately 165,000 16-26 year old Minnesota youth are unemployed.

REP. LEON E. PANETTA
339 Cannon House Office Building
Washington, D.C. 20515

CONTACT: Barry Toiv
(202) 225-2861

FOR IMMEDIATE RELEASE
January 31, 1985

PANETTA INTRODUCES BILL TO ENCOURAGE VOLUNTARY SERVICE

Representative Leon E. Panetta (D-Monterey, CA) introduced legislation Thursday which would encourage the development of voluntary youth service programs around the country at the state and local level. Representative James M. Jeffords (R-VT) joined Panetta in sponsoring the bill.

Panetta said that the proposal would "tap our country's vast reservoir of young people and channel their energies toward the fulfillment of unmet human, social, and environmental needs in our communities."

He continued, "The last few years have seen a growing realization that government cannot provide all the answers to our nation's problems. Voluntary youth service is one of the most promising of our alternatives to meet these challenges, a vast natural resource which we have barely begun to tap.

"Our young people represent our most precious resource, our investment in America's future. But with youth unemployment at 18 percent and minority youth unemployment alone over 40 percent, we are permitting an entire generation to become dispirited and demoralized.

Public service can be a barrier against the aimlessness and despair of unemployment, contributing to personal growth and self-esteem, a sense of participation in one's community, and on-the-job training as well."

Panetta's bill, the Voluntary National Youth Service Act, would provide matching federal grants to state and local voluntary youth service programs targeted to people of ages 17-24. These young people would serve in local non-profit agencies, social services organizations, or government agencies that address human, social, or environmental problems.

The states would operate the grant program under the supervision of the Department of Health and Human Services, distributing funds to state and local service programs.

Under these programs, participants would volunteer full-time for a minimum of six months and a maximum of two years. Participants would be provided with stipends, housing, food or other in-kind assistance. In addition, they would receive post-service benefits, such as educational assistance, or matching salary grants for post-service employment.

At least 14 states and 13 localities currently operate youth volunteer programs. Panetta said that his legislation would encourage expansion of existing programs and establishment of new volunteer efforts. He cited the California Conservation Corps, the San Francisco Conservation Corps, and the City Volunteer Corps of New York as examples of successful youth service programs, and he noted that other states and localities are actively considering such programs.

"I believe we can rekindle the spirit and activism which has motivated American youth in the past," Panetta said. "For our nation's future and for our young people, I hope we make volunteer youth service a top priority in the new Congress."

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OFFICE OF THE ATTORNEY GENERAL

State of Minnesota

ST. PAUL 55155

HUBERT H. HUMPHREY, III
ATTORNEY GENERAL

December 20, 1984

Governor Rudy Perpich
130 State Capitol
St. Paul, MN 55155

Dear Governor Perpich:

Plans are progressing on the introduction of legislation that will create a State Commission for Youth Service. The bill is backed by a broad coalition of community leaders including representatives from education, business, organized labor, youth serving agencies, and minority and protected class groups. The following is a brief rationale for the creation of a Minnesota Youth Service Corps.

16.6% of teenagers in the State of Minnesota are unemployed compared to 6.5% for all ages. For minority teenagers, 36% are unemployed.

In a country where work and service are held in high esteem, value judgments about self and others are often based on employment. You cannot feel good about yourself if you have nothing productive to do. Poverty is more than the absence of material wealth--it is rooted in the despair of helplessness, powerlessness and hopelessness. We have not entrusted our youth with the responsibility to accomplish tasks or jobs of value. We have denied them tools for self-knowledge, career exploration and transition to adulthood. We have unwittingly created an age-based underclass--an impoverished, undernourished human resource that needs desperately to be needed.

At the same time, our communities need improved services and our natural resources beg for maintenance and protection. Creative community service and youth employment schemes from the C.C.C. of the depression era on up through Job Corps and the California Conservation Corps have shown that the dollar value of work performed and services provided exceeds program costs. A recent cost-benefit analysis, for example, of the California Conservation Corps indicates the value of work performed to be \$1.64 for every dollar invested.

Minnesota Youth Service Corps
Page Two
December 20, 1984

The idea of non-military service as an antidote to the malaise of youth caused by the lack of meaningful work has been with us for some time. But the move from discussion to implementation of broad scale national models has not occurred. Currently, however, there are major community-based initiatives in California and New York City which will be in operation this year. The climate for these style programs appears to be favorable. The Gallop Poll released on February 12, 1984 shows the general public in favor of compulsory national service by 65% to 35%. Among 18-24 year olds, surprisingly, the approval rate is 58% to 38% compared to 1979 when mandatory service was opposed 60% to 30% by the same age group.

In the absence of clear national leadership in this arena, it is appropriate that Minnesota forge ahead to consider worthwhile youth service and work initiatives.

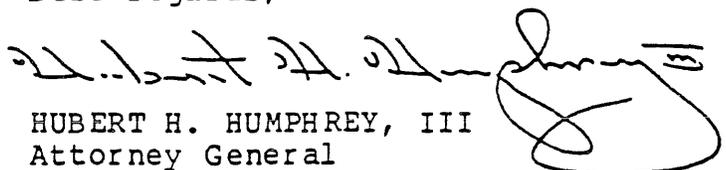
The DNR's Minnesota Conservation Corps (MCC) will be the pilot program for the larger concept of a Youth Service Corps. The MCC has a well-established record of accomplishment and has incorporated the principles of a viable service corps.

MCC enabling legislation will be introduced in the forthcoming legislative session. A bipartisan effort spearheaded by Representative Doug Carlson and Senator Gene Merriam will be sponsoring the bill.

Ironically, at the very time this effort is gaining momentum, the MCC has been targeted for a general funds cut of \$100,000. That cut represents a 22% reduction in general funds.

At your earliest convenience, I and a few other supporters of this program would like to acquaint you personally on this initiative. If we could schedule a short meeting with you, it would be greatly appreciated. I urge you to reconsider your budget option regarding the Minnesota Conservation Corps. Such a cut will have a devastating effect on the MCC summer youth program. Further, I urge you to endorse the innovative, cost-effective service concept of the Youth Service Initiative. It's a program worthy of support!

Best regards,


HUBERT H. HUMPHREY, III
Attorney General

COMMUNITY SERVICE VOLUNTEERS



257 Pentonville Road London N1 9JG
Telephone 01-278 6601

From the Hon. President: Dr. Alec Dickson, C.B.E., LL.D.

10th Jan. 1965.

Dear Dr. Kielsmeier,

I write as Founder and Hon. President of Community Service Volunteers here in the United Kingdom to express CSV's warm support for the efforts of the Minnesota Youth Service Initiative.

I do so because last July I had the pleasure of participating personally in the National Youth Leadership Council's training camp at St. Croix - and realised both what the experience of service meant to young Minnesotans (who came from all socio-economic and ethnic backgrounds) and, reciprocally, what they have to contribute to the needs of their State.

Then, a few days later, it was my privilege to take part in a luncheon at the YMCA in Minneapolis hosted by the State Attorney-General, when it was clear from the remarks made on that occasion that citizens of distinction and genuine interest in young people were unanimously concerned to endorse the endeavours of what has now developed into the Minnesota Youth Service Initiative.

The fact that in the meanwhile disappointment must have been felt at the defeat - temporary, it is hoped - of the American Conservation Corps Bill makes it all the more important that the MYSI should succeed: and in succeeding it may well serve as a model to demonstrate how similar endeavours can be developed elsewhere in the United States. Indeed, it could have a very encouraging impact on those of us in Britain who hope to see something comparable come into being in our country.

By the time that this letter reaches you my organisation will be placing a group of corpsmembers from the California Conservation Corps in projects of community service in Britain, the first step in an exchange operation. How we look forward to the day when we may be exchanging ideas, experience and, yes, young participants with the MYSI.

The belief that the work of the MYSI may be strengthened by combining participation both in dealing with human/social needs and environmental tasks is one I myself share. Because of my association with the National Youth Leadership Council I ^{am} deeply pleased that the NYLC should be playing a role in stimulating the MYSI program.

Sincerely,

Dr. James C. Kielsmeier,
National Youth Leadership Council,
Center for Youth Development and Research,
386 McNeal Hall,
University of Minnesota,
St. Paul, MN. 55108,
U.S.A.



Montreal, January 14, 1985

Dr. James C. Kielsmeier
National Youth Leadership Council
Center for Youth Development and Research
386 McNeal Hall
University of Minnesota
St. Paul, MN 55108

Dear Jim,

Thanks for your invitation to participate in the next meeting of the Steering Committee.

Unfortunately I cannot make it to the meeting but it is an honor and a pleasure for us in OPCAN-Katimavik to encourage and endorse the efforts of the Minnesota Youth Service Initiative (MYSI).

Over and over again Youth service programs like the proposed MYSI have been proven to be beneficial both to young people and to the society they wish to serve.

We will watch your efforts with interest and, to the extent we can, we will be pleased to provide all the encouragement and support possible.

Good luck to all of you, and your colleagues and especially the youth of Minnesota!

Best personal regards,

Ken de la Barre
Senior Deputy Executive Director

/gd



minneapolis

city of lakes

January 22, 1985

MAYOR DONALD M. FRASER

Mr. Jim Kielsmeier
Center for Youth Development & Research
University of Minnesota
386 McNeal Hall
St. Paul, MN 55108

Dear Jim:

Thank you for updating me on the status of the Minnesota Youth Service Initiative. It is encouraging that a proposal with the potential of addressing such a multitude of needs is alive and moving forward.

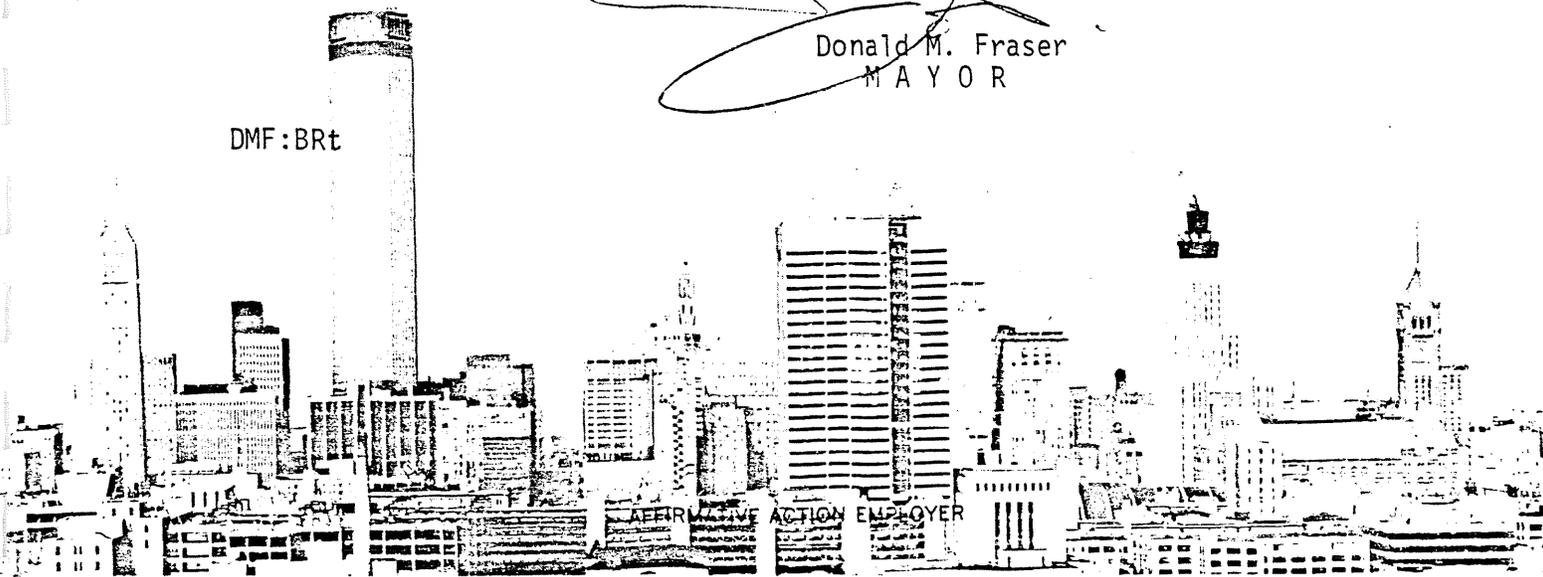
As you know, my office has recently begun to take a closer look at the needs of youth, particularly from the perspective of their future employability. What has become increasingly evident is that young people need opportunities to engage their capabilities and talents. Such opportunities provide both a sense of self-esteem from providing a needed service as well as valuable experience for the job market. Providing these opportunities while at the same time addressing unmet community needs appears to me a very sensible and attractive proposal.

Please keep me informed of the Initiative's progress and keep up the good work.

Sincerely,

Donald M. Fraser
MAYOR

DMF:BRt





CITY OF SAINT PAUL
OFFICE OF THE MAYOR

GEORGE LATIMER
MAYOR

347 CITY HALL
SAINT PAUL, MINNESOTA 55102
(612) 298-4323

January 24, 1985

Dr. James Kielsmeier, Director
Center for Youth Development and Research
University of Minnesota
386 McNeal Hall
Saint Paul, Minnesota 55108

Dear Dr. Kielsmeier:

I want to commend you and Attorney General Humphrey on your efforts to expand youth service in the Minnesota Conservation Corps. I would very much like to see the M.C.C. expanded. I know it offers excellent career experience to disadvantaged youth in the City of Saint Paul.

These days jobs and job experience are increasingly hard to come by for disadvantaged youth. Instead of improving, youth employment has worsened in the past 20 years, especially for minority youth. Unemployment rates for youth in Minnesota stand at 18% currently, and at 36% for minority youth. In Saint Paul, this represents approximately 6,000 youth between 17 and 23 years of age.

The irony is that these youth will be a critical part of the labor market as it shrinks in the next two decades. Yet many of today's youth will not be qualified to fill the jobs of retirees unless they get job experience now.

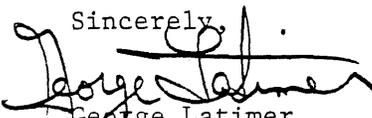
Federal dollars to give youth job experience have been cut in half since 1982. In the private sector, a total of 2.5 million entry level jobs have been eliminated in the national economy since 1979. We need something to fill the gap. Many conservation programs in the city have been slashed by federal cuts; the Youth Conservation Corps, the School District's Recreation Education and Anti-Pollution program, and the Center for Community Action.

Last summer the City created 800 youth jobs with federal funds. Yet there were six eligible applicants for every job filled. This year we will only be able to create 550 jobs.

The consequences of ignoring the increasing unemployment among youth are serious. First, economic growth will be stunted for the lack of qualified experienced workers. Second, crime rates in the city can be expected to go up by 1989. Police Chief Bouza is right to call youth jobs "crime prevention".

I hope that the legislature will cooperate in expanding this fine program. With a commitment from the state of Minnesota we can enlist more of our youth in service to the community. We hope to be able to recruit another 100 youth in Saint Paul from the "army of the unemployed" to contribute to society and their own career development if the M.C.C. is expanded. Best of luck in your efforts.

Sincerely,


George Latimer
MAYOR



STATE OF MINNESOTA
GOVERNOR'S COUNCIL ON YOUTH

289 East Fifth Street
St. Paul, MN. 55101

Telephone: (612) 297-1222

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February 13, 1985

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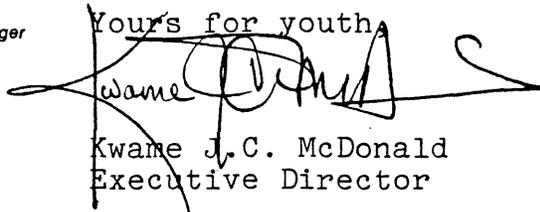
Dear Mr. Kielsmeier:

This is to endorse the concept of the Minnesota Conservation Corps/Minnesota Youth Service Initiative. Section 3.1 of the Governor's Executive Order that created The Governor's Council on Youth ordered the Council to identify "...ways and strategies of taking advantage of youth as a resource." This approach to availing youth of opportunities to be of service to our various communities speaks directly to our duty under Section 3.1 of Executive Order 83-35. It certainly is a major way of "taking advantage of youth as a resource."

A recent Minnesota Youth Poll conducted by our office and the University of Minnesota's Center for Youth Development and Research found that 73 percent of Senior high students believe that Minnesota should have voluntary community service programs. These programs should allow students to devote a year of full-time service. Nearly half - 46 percent - said they would join if such programs were available.

The MCC/MYSI will surely fill a need for service to the community and at the same time provide an opportunity for young people to work and serve. It is an excellent idea. You can depend on me to do what I can to help.

Yours for youth,



Kwame J.C. McDonald
Executive Director

KJCM:aj

THE ROOSEVELT CENTENNIAL YOUTH PROJECT

810 18th Street, N.W., Suite 705

Washington, D.C. 20006

(202) 783-8855

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January 30, 1985

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Dr. James C. Kielsmeier
National Youth Leadership Council
Center for Youth Development
and Research
386 McNeal Hall
University of Minnesota
St. Paul, MN 55108

Dear Dr. Kielsmeier: 

It is my pleasure on behalf of The Roosevelt Centennial Youth Project to endorse the efforts of the Minnesota Youth Service Initiative (MYSI). As you know from my presentation at the September meeting at Wilder Forest, one of the major areas of the Roosevelt Project's interest and activity is that of community service by young people. In 1985 we hope to play a facilitator role in developing initiatives like what is emerging in Minnesota. We will have available to us program development and technical assistance funds from a Ford grant to help do this. I would like to explore with you how we might be helpful beyond our endorsement in moving the Minnesota initiative forward.

We see the need for broadly based state programs to effectively engage the considerable resources of our youth in meeting significant community needs. We will be working vigorously at the national level in support of such efforts. We support the MYSI as an important state initiative that along with others can impact on national policy.

Please call me to discuss how we can work more closely together. In particular, I would like to explore whether a conference we could convene in Minnesota at an appropriate, strategic time would be helpful.

Sincerely,



Frank J. Slobig

ST. PAUL URBAN LEAGUE



401 SELBY AVE. ST. PAUL, MN. 55102 (612)224-5771

February 14, 1985

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Mr. Jim Kielsmeir, President
National Youth Leadership Council
University of Minnesota
386 McNeal Hall
St. Paul, Minnesota 55108

Dear Mr. Kielsmeir:

The St. Paul Urban League has reviewed the draft act of the Minnesota Conservation Corps Enabling Act and is sending this letter in support of the program concept.

We believe that it is an excellent idea for the State of Minnesota to establish a youth work program which will help conserve public lands and protect natural, historical and cultural resources of the State. As you are aware, we have a very high level of unemployment among the youth in our community, and establishing a program which will increase training and employment opportunities for them will make a significant impact in this regard. We are currently a part of the Job Training and Partnership Act service delivery system, and we believe that the coordination of the Corps with JTPA will significantly increase its impact on our youth population and on the community.

We, at the Urban League, have a great interest in seeing that the Corps becomes a reality, and we stand ready to assist in the process where ever you might deem it to be appropriate.

Sincerely,

Richard M. Mangram
Chairman
Board of Directors





February 11, 1985

Dr. James Kielsmeier, Director
Center for Youth Development and Research
University of Minnesota
386 McNeal Hall
Saint Paul, Minnesota 55108

Dear Dr. Kielsmeier:

Brian Russ, Aide to Minneapolis Mayor Fraser, has advised me of your efforts to expand youth service in the Minnesota Conservation Corps. As coordinator of the Minneapolis Neighborhood Employment Network (NET), I would like to endorse your efforts.

NET concurs with your goals and objectives and wishes you well in your efforts.

Sincerely,

A handwritten signature in black ink that reads "Michael Brinda". The signature is written in a cursive style.

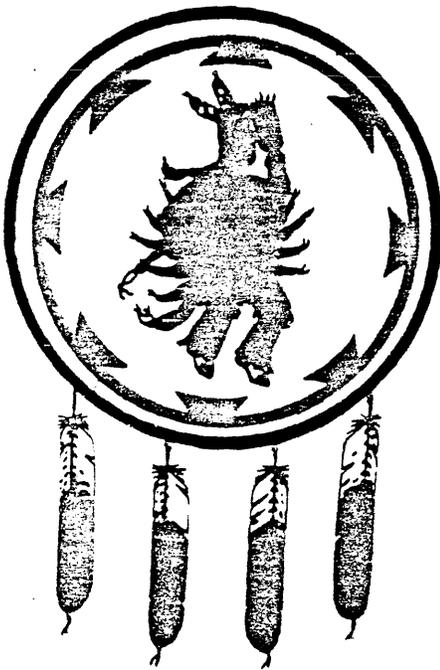
Michael Brinda

MB:f

cc: Brian Russ

St. Paul American Indian Center

506 KENNY ROAD
ST. PAUL, MINNESOTA 55101
612/776-8592



January 8, 1985

Jim Kielsmier
National Youth Leadership Council
Center for Youth Development & Research
University of Minnesota
St. Paul, Minnesota 55108

Dear Jim:

It is very clear that Minnesota youth are an "undernourished human resource that needs desperately to be needed". Within this, it is understood that minority youth, especially American Indian youth, dominate societal statistics reflecting the highest rate of unemployment, school dropout, chemical abuse, suicide and other societal ills.

Innovative approaches to youth jobs creation and opportunities are top priority in all Indian communities, organizations and tribal groups.

The St. Paul American Indian Center, an urban Indian agency, is aware of the creative action that Minnesota Youth Service Initiative (MYSI) Steering Committee is taking to stimulate the concept of public youth service corps within Minnesota. This is a concept, if supported by the State of Minnesota, could have long lasting positive effects to our future leaders of tomorrow.

As Executive Director, I support the present efforts of the Youth Service Initiatives and would like the opportunity made available for the American Indian community to have input in this effort. This would ensure avenues are secured for American Indian youth to participate as to balance the pendulum of underrepresentation of most public initiatives.

Please feel free to contact me at any time for any additional assistance.

Sincerely,

Tom B.K. Goldtooth
Executive Director

cc:
Representative Carlson
Senator Merriam

Executive Director
Tom B. K. Goldtooth

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Legal Services Department
Civil Cases

"Smoke Signals" Newsletter

Indian Child Welfare Act
Recruitment of Indian Foster Homes
Support Services

Cultural Enrichment Program

College Program

Adult Basic Education



A United Way Agency



October 30, 1984

Representative Kathleen Vellenga
House of Representatives
Office 286
State Office Building
St. Paul, Minnesota 55155

Dear Kathy:

I guess it's that time of year for me to write my Congress representative to express my feelings about an assortment of concerns.

I hope this letter finds you going strong just prior to the November 6th elections. We just received a flyer in the mail from the Minnesota DFL State Central Committee which does a very handsome job in describing your work in the Legislature.

There are a number of things in the flyer that I could respond to as far as identifying with my own position. It is amazing how many things I agree with you on! Among those are your concerns for youth and their education, and your serious considerations of the Latimer Tax Study Commission. These are two areas I would like to share just a few thoughts with you on in this letter.

As regards the Tax Study Commission I have enclosed a letter that I have sent to all the members of that Commission. If you would be kind enough to read over that letter I believe it speaks for itself as regards my views.

The other enclosed document is from the MINNESOTA YOUTH SERVICE INITIATIVE. As the President of the Steel Service Center Institute, I invited Mr. James Kielsmeier, President of the National Youth Leadership Council, to address our group. I did this as a response to reading an article in the newspaper regarding his work. From my own youth I identify very strongly with what he is trying to accomplish and as a parent I feel just as strong in the need for giving our young adults a goal and identify aside from consumerism and job titles. I bring this to your attention because I know their intention is to approach the Legislature this coming year to form a state commission to study the feasibility of a youth service program.

Once again thank you for taking the time to read my letters of concern regarding issues facing us and I hope you will accept my thanks and appreciation for the wonderful job you have been doing in the Legislature.

Respectfully,

A handwritten signature in dark ink, appearing to read 'Bob'.

Robert B. Ochtrup,
Vice President
General Manager

RBO:sm
Encl.

ALBERT H. QUIE

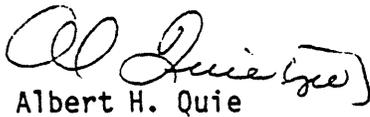
November 27, 1984

Mr. Jim Kielsmeier
Center for Youth Development & Research
386 McNeal Hall
University of Minnesota
St. Paul, MN 55108

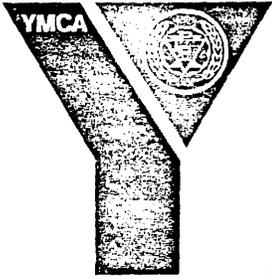
Dear Mr. Keilsmeier:

I recently received a letter from Larry P. Fonneist regarding the Minnesota Youth Service Initiative. I want to commend you on developing this worthy task force. As you have laid it out, it surely looks to me like it will be an effective organization and one that is certainly needed.

Sincerely,


Albert H. Quie

AHQ:jw



St. Paul Area YMCA

Northwest Family Branch

3760 N. Lexington Avenue, St. Paul, Minnesota 55112
Telephone: (612) 483-2671

January 22, 1985



Dr. James C. Kielsmeier
National Youth Leadership Council
Center for Youth Development and Research
386 McNeal Hall
University of Minnesota
St. Paul, MN 55108



Dear Dr. Kielsmeier:

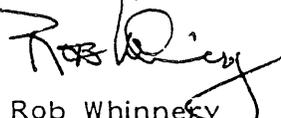


I take pleasure in writing you on behalf of The St. Paul Area YMCA, Northwest Family Branch to endorse the efforts of the Minnesota Youth Service Initiative (MYSI). We recognize the need for a broadly based program to effectively engage the considerable resources of Minnesota youth in making significant contributions to our state. We support the MYSI as a program model which we believe can accomplish this task in a cost-effective, exemplary manner.



Sincerely,




Rob Whinney
Branch Executive



RW:pd



BOARD OF HENNEPIN COUNTY COMMISSIONERS

2400 GOVERNMENT CENTER
MINNEAPOLIS, MINNESOTA 55487

January 20, 1984

Dr. James C. Kielsmeier
National Youth Leadership Council
Center for Youth Development and Research
386 McNeal Hall
University of Minnesota
St. Paul, MN 55108

Re: Minnesota Youth Service Initiative (MYSI)

Dear Dr. Kielsmeier:

I am writing to express my support for the implementation of the Minnesota Youth Service Initiative. I believe that a program aimed at engaging Minnesota's youth in meaningful work will realize immeasurable benefits both for our state and for those young people who participate. I also believe such a program can be designed and operated in a cost-effective manner and therefore support the MYSI.

I understand that you have been garnering considerable bi-partisan support among our legislators and wish you success in passing the legislation which will enable you to proceed.

If my office can assist you in any way, please do not hesitate to contact my aide, Debra Cottone (348-5469) who has been following the development of your program.

Warm regards,


Mark Andrew
Hennepin County Commissioner

:dsc

SENATOR GARY W. LAIDIG

District 55

137 State Office Building
St. Paul, Minnesota 55155
(612) 296-4351

Home:
504 South Greeley Street
Stillwater, Minnesota 55082
(612) 439-2808

Senate

State of Minnesota

arch

September 27, 1984

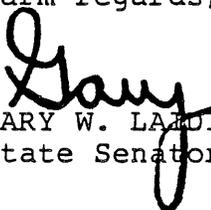
Dear Jim:

I was very pleased to have met and visited with you briefly this week at the Minnesota Youth Services Workshop.

I appreciated receiving information about the National Youth Leadership Council.

If I can ever provide assistance or information to you here in the legislature, please contact me.

Warm regards,


GARY W. LAIDIG
State Senator

GL:gr

COMMITTEES • Taxes and Tax Laws • Economic Development and Commerce • Agriculture and Natural Resources • Transportation
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7519 Harold Avenue
Golden Valley, Minnesota 55427
February 11, 1985

Mr. James Kielemier
National Youth Leadership and Research
University of Minnesota
St. Paul, Minnesota 55108

Dear Jim:

As I mentioned to you it is inappropriate for me to write you as the Minnesota Director for ACTION endorsing the concept of a Minnesota Youth Services Initiative.

Personally, however, I wish to commend your efforts in the strongest possible terms. I am particularly concerned about the future of low-income young people.

Having observed the slow and insidious changes in human personality from optimism to cynicism among many of these young people wrought by the literal lack of economic opportunity I can only applaud and support any efforts to provide them substantive experience and hope.

Although I can do nothing for you in an official capacity, please know again of my personal support.

I have, by the way, spoken to the Right Reverend Robert Anderson, Episcopal Bishop of Minnesota, who also assures me of his support for your efforts.

Enclosed is a copy of a brief note to Congressman Leon Panetta which may be of some interest to you.

Sincerely,

A handwritten signature in black ink, appearing to read "Peter A. Marks", is written over a large, hand-drawn oval scribble.

Peter A. Marks

Enclosure



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